

CHILDREN WITH RIGHTS

National Action Plan to
Implement the European
Child Guarantee (2022-2030)



GOBIERNO
DE ESPAÑA

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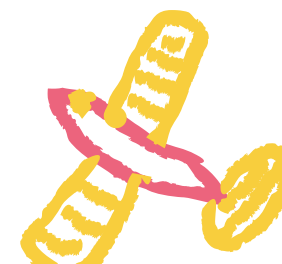


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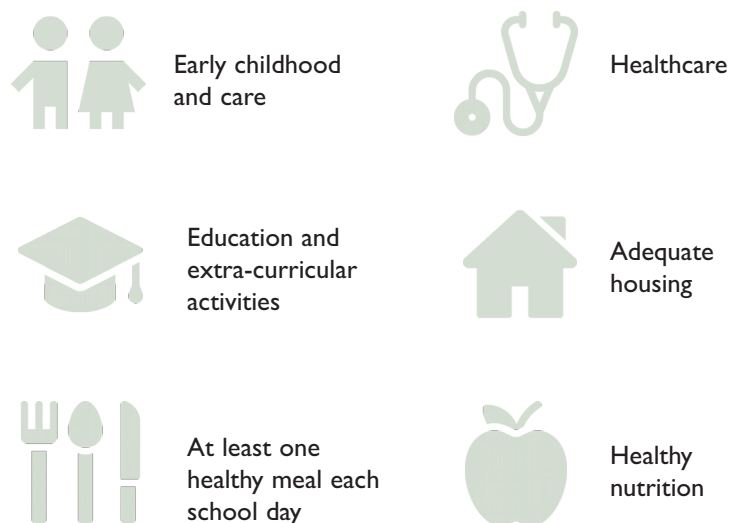
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WHAT IS THE EUROPEAN CHILD GUARANTEE?

The European Child Guarantee¹ (ECG) is a Recommendation of the Council of the European Union (EU), which was approved unanimously by the Member States on 14 June 2021. Its aim is to break the cycle of child poverty, **guaranteeing access for all children and teenagers at risk of poverty or social exclusion to six basic rights or services** (Figure 1).

Figure 1. Basic rights identified by the ECG



One in every five children and teenagers in the European Union lives in a household at risk of poverty or social exclusion. The ECG seeks to break the cycle of poverty and disadvantage by 2030 to ensure that all children can grow and develop on an equal basis. In this way, it will help to **protect the rights of the child and apply Principle 11 of the European Pillar of Social Rights (EPSR):** 'Children have the right to affordable early childhood education and care of good quality. Children have the right to protection from poverty. Children from disadvantaged backgrounds have the right to specific measures to enhance equal opportunities'.

To ensure that the ECG is implemented, the European Commission has created two main tools –one political and the other financial–:

- All Member States must have a National Action Plan to implement the European Child Guarantee. This Plan must serve as the key programming instrument for implementing the ECG in each Member State, setting out specific actions in two-year operational plans. Accordingly, the Plan includes the objectives, targets and actions that Spain undertakes to deliver to implement the ECG recommendations by 2030.
- The obligation to allocate at least 5% of European Social Fund Plus (ESF+) resources under the 2021-2027 Multiannual Financial Framework to measures aimed at achieving the ECG objectives.

1. RCouncil Recommendation (EU) 2021/1004 of 14 June 2021 establishing a European Child Guarantee. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32021H1004&from=EN>

I BACKGROUND

The situation caused by COVID-19 has highlighted the major challenges that must be addressed by any society like ours, which has an unacceptable level of child poverty and inequality. The crisis caused by the pandemic has not affected all children and teenagers and their families in the same way; those children, teenagers and families who were already in poverty or socially excluded have suffered the most.

Our social protection system was insufficient and ineffective in guaranteeing protection for all children and teenagers and in remedying or preventing cases of poverty or social exclusion even before the crisis. For years, the child poverty rates in Spain have not been appropriate for a country with its level of development. Experience around us has shown that it is possible to deliver public policies that are capable of significantly reducing childhood vulnerability.

Spain is in the process of strengthening its welfare state, which must move from acting as the 'Social Shield' deployed to tackle the COVID-19 pandemic towards ensuring that all social rights are guaranteed. In this context, the National ECG Plan represents a linchpin of the agenda that will transform this decade and guarantee basic rights and services for children and teenagers, especially the most vulnerable.

There are three parts to Spain's National European Child Guarantee Plan. First, it focuses on improving and guaranteeing access to rights and high-quality, inclusive services for all children and teenagers, in accordance with the Council Recommendation and with a view to reducing child poverty. Second, it aims to take account of the spatial and territorial aspect of child poverty, childhood

Our vision of the European Child Guarantee:

All children and teenagers have the conditions, resources and basic services that allow them to exercise their rights, maintain their well-being and develop fully as people in an equitable environment. They live in a safe environment and develop their skills and potential in an egalitarian and inclusive society that guarantees them equal rights and equal opportunities from early childhood.

Our mission for the European Child Guarantee:

To promote the implementation of measures by the public authorities, in close cooperation with civil society and other stakeholders, which guarantee equal enjoyment of rights, prevent and combat social exclusion and child poverty, ensure equal opportunities, prevent discrimination, and foster the active participation of vulnerable children and teenagers in the policies that affect them, breaking the cycle of poverty and social exclusion.

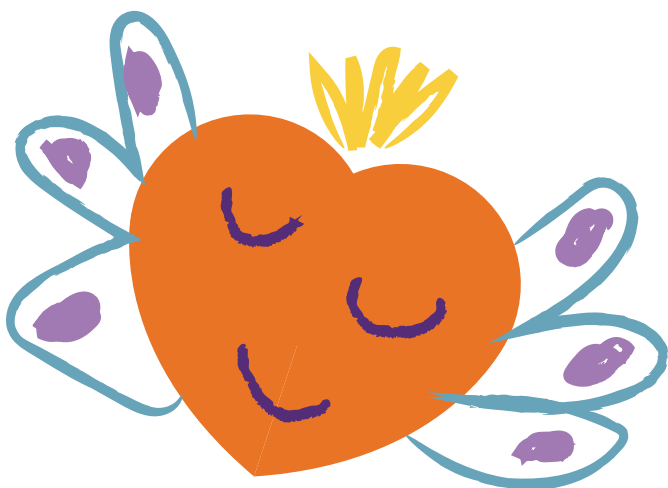
vulnerability and barriers to accessing services. Third, it seeks to boost the participation of both society and children, and improve the coordination and effectiveness of the actions taken by the public authorities and the social measures taken by third-sector bodies.

This Plan is rooted in a rights-of-the-child perspective. To this end, it is based on various international treaties, instruments and agreements, such as the Convention on the Rights of the Child, the Convention on the Rights of Persons with Disabilities, the 2030 Agenda and the Sustainable Development Goals. It takes inspiration from the principles of the European Social Charter, the European Parliament Resolution on reducing inequalities with a special focus on child poverty (2015), the European Pillar of Social Rights (particularly Principle 11), and the EU Strategy on the Rights of the Child. It takes account of the European Semester recommendations for Spain concerning children and the Commission Recommendation on investing in children: breaking the cycle of disadvantage (2013), and implements Council Recommendation (EU) 2021/1004 of 14 June 2021 establishing a European Child Guarantee.



2 COORDINATION OF THE CHILD GUARANTEE

The Directorate-General for the Rights of Children and Adolescents (Dirección General de Derechos de la Infancia y la Adolescencia-DGDIA), which reports to the State Secretariat for Social Rights (Secretaría de Estado de Derechos Sociales) of the Ministry of Social Rights and the 2030 Agenda (Ministerio de Derechos Sociales y Agenda 2030-MDSA2030), is responsible for coordinating and supervising the ECG at national level in cooperation with the High Commissioner for the Fight against Child Poverty (Alto Comisionado contra la Pobreza Infantil - ACPI), attached to the Prime Minister's Office. The DGDIA has its own budget and both bodies have a team of professionals who specialise in children and child poverty.



With regard to the National ECG Plan in Spain, the DGDIA is responsible for the following:

- Coordinating the design, implementation and evaluation of the Plan at national level, and defining the guidelines for action at Autonomous-Community and local level.
- Facilitating and promoting cooperation between the different bodies involved in the Plan: the ACPI, ministries and management departments of the General State Administration, Autonomous Communities, the Spanish Federation of Municipalities and Provinces (Federación Española de Municipios y Provincias-FEMP), local bodies, third-sector bodies and children's and teenagers' associations.
- Promoting the participation and engagement of children and teenagers throughout the ECG cycle in Spain.
- Disseminating the Plan at national and European level.
- Undertaking outreach and awareness-raising activities.
- Monitoring and evaluation.
- Maintaining coordination and communication with the European Commission and participating in international working groups.

The Plan's governance system has three levels: a political level (inter-ministerial and sectoral conferences), an operational level (the General State Administration, Autonomous Communities and municipalities) and a consultation level (mechanisms for the participation of civil society, children and teenagers), which are detailed in Chapter 5.

3 IDENTIFICATION OF VULNERABLE CHILDREN AND BARRIERS TO EFFECTIVE ACCESS TO RIGHTS AND SERVICES

3.1 Children at risk of poverty or social exclusion

Spain is one of the countries that experienced the most significant increase in inequalities and poverty during the 2008 crisis. This crisis had a decisive impact on the increase in the number of households with no income, the stagnation of socially excluded families and the rise in severe poverty, with the biggest impact felt by families with children and teenagers.

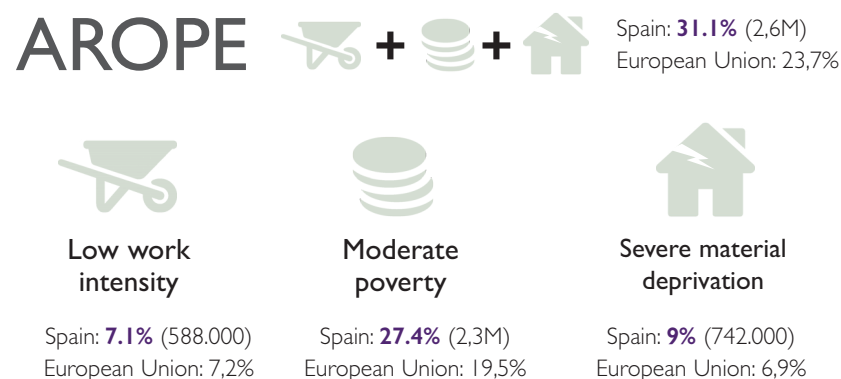
Although many of the problems affecting children and their families already existed before the 2008 crisis, the crisis and how it was later managed did make the situation much worse. Moderate child poverty increased from 27.3% in 2008 to 30.5% in 2014, while severe poverty increased from 4.7% to 7.8% during the same period². The well-being of children and teenagers deteriorated sharply, largely as a result of the increase in unemployment, cuts to social expenditure and the low level of social protection for children.

Despite the fact that the economy began to recover in 2013, coinciding with the launch of Commission Recommendation 2013/112/EU, there was no significant reduction in child poverty. There is a structural difficulty in converting economic growth into better well-being and greater opportunities for children. In 2020, Spain had the third highest percentage of children at risk of poverty or social exclusion (AROPE) in the EU³ and the sixth highest level of childhood inequality in the OECD. In Spain, 27.4% of persons under the age of 18 live in moderate poverty, which equates to 2 260 000 children and teenagers. This is

significantly higher than the percentage of the total population living in moderate poverty: 20.7%⁴.

In this context, the pandemic had a greater impact on children and teenagers. By 2020, the rate of severe material deprivation among children had reached 9%⁵, 1.5 percentage points higher than the rate for the population aged 18 to 64. New analyses are required, however, since there are new data available, in order to assess also the impact that the measures that have been taken in the meantime may have had.

Figure 2. Main indicators of child poverty or social exclusion in Spain and in the EU 27 (2020)



Source: EU-SILC 2020. Prepared by: ACPI and DGDA.

2. Ídem.

3. Eurostat (2020). Children at risk of poverty or social exclusion. Available at: <https://ec.europa.eu/eurostat/web/products-eurostat-news/-/ddn-20211028-1#:~:text=In%202020%2C%2024.2%25%20of%20children,peop>

4. High Commissioner for the Fight against Child Poverty (2019). Levels of moderate, high and severe poverty in Spain by age group. Available at: <https://www.comisionadopobrezainfantil.gob.es/es/tasas-de-riesgo-de-pobreza-moderada-alta-y-severa-en-espa%C3%B1a-2019-por-grupos-de-edad>

5. UNICEF (2021). An assessment of child poverty in Spain prior to the implementation of the European Child Guarantee. UNICEF Regional Office for Europe and Central Asia, Geneva, 2021. Available at:

<https://www.unicef.org/eca/sites/unicef.org/eca/files/2021-11/Spanish%20Deep%20Dive%20Literature%20review%20ES.pdf>

Against this backdrop, public action must be targeted at implementing the reforms needed in our social protection system to reduce the level of child poverty, but also to mitigate the negative effects of child poverty on children's development and on their full enjoyment of basic rights, through measures aimed at reducing the barriers preventing access to essential services, which must be of high quality and inclusive.

The report 'Basis for the Child Guarantee Action Plan in Spain'⁶

The report 'Basis for the Child Guarantee Action Plan in Spain' (Bases para el Plan de Acción de la Garantía Infantil en España), drafted by a team of researchers, coordinated by the UNICEF Europe and Central Asia Regional Office (ECARO) and UNICEF Spain, in cooperation with the Ministry of Social Rights and the 2030 Agenda and the High Commissioner for the Fight against Child Poverty, and published in October 2021, analyses the conditions under which children and teenagers access the six basic rights laid down in the ECG and provides an assessment that was taken into account in the drafting of this Action Plan.

3.2 Barriers to effective access to rights and essential, high-quality, inclusive services

The lack of access to specific rights or services among vulnerable groups is the result of various factors, e.g. barriers to access, public policy insufficiently adapted to reality, characteristics of a specific group. The main obstacles facing families, children and teenagers when accessing early childhood education, care and early intervention, formal and non-formal education, healthcare, a healthy diet and adequate housing are:

- **Economic barriers:** low-income families find it difficult to afford services or find it impossible to access them when social protection measures are linked to the employment situation of households affected by unemployment or underemployment.
- **Institutional barriers:** unfair public policies, restricted eligibility criteria, long and complex bureaucratic procedures with no option to be dealt with in person, long waiting lists, occasionally rude treatment or treatment that is not adapted the user; and limited dissemination of information that is often provided in inappropriate formats.
- **Structural or spatial barriers:** physical or virtual spaces that make no provision for the special needs of children or teenagers or their level of development, thereby limiting their access to protective, inclusive and participatory environments, insufficient availability, distances to services, and transport difficulties, especially in rural and sparsely populated areas.

⁶ UNICEF (2021). Basis for the Child Guarantee Action Plan in Spain. Available at: <https://www.unicef.org/eca/media/18216/file/Policy%20Brief%20Spain.pdf>

• **The heterogeneous nature of services at Autonomous-Community and local level:** when it comes to identifying, recognising and supporting at-risk situations, distributing resources and implementing policies, everything depends on the Autonomous Community or local body concerned, which all deal with these matters differently. This exacerbates the inequalities of access to services and the quality and availability of those services. Moreover, the procedures for exchanging information between administrations are insufficient and unwieldy, which has a negative impact on guaranteeing rights.

The persistence of these barriers over time not only restricts access to essential services, but also increases the risk of poverty and social exclusion, and the risk of these conditions becoming chronic and being passed down generations.

3.2.1 The geography of child poverty in Spain

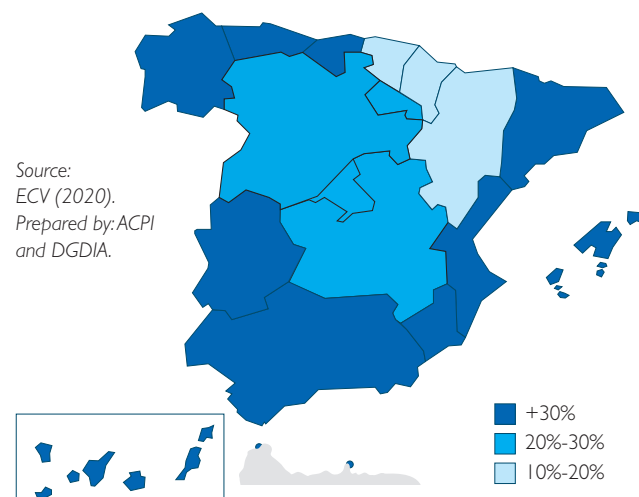
There is a marked geographic aspect to child poverty in Spain: the child poverty level for the entire country conceals significant regional differences. Evidence shows that the economic conditions of both the household and the neighbourhood where children and teenagers live are the main predictors of their opportunities throughout life. A positive environment, with adequate resources, can protect children against the damaging effects of household poverty, but, at the same time, environments with higher poverty levels can exacerbate these effects⁷.

In this respect, in order to combat child poverty effectively, a regional picture of child poverty in Spain is essential. It is imperative to break down the at-risk-of-poverty level to the smallest sub-national unit possible and identify the areas with the highest concentration of child poverty, in order to address both the causes and the consequences of child poverty and to design and implement policies that guarantee equal opportunities.

What do we know about the regional distribution of child poverty in Spain?

First, we do not have representative child poverty rates per Autonomous Community. Although the Living Conditions Survey (Encuesta de Condiciones de Vida-ECV) is designed to be able to calculate the child poverty rates at this level of disaggregation, at present the reliability of these breakdowns is limited, especially for the lesser populated Autonomous Communities made up of only one province (Murcia, Rioja, Cantabria, Navarre and the Balearic Islands). The sample is expected to be doubled for 2023, however, with the relevant adjustments made to improve representativeness at Autonomous-Community level, in accordance with the accuracy requirements introduced under the Survey's new regulatory framework⁸. In spite of these limiting factors, the most recent data available show that child poverty is more prevalent in the Autonomous Communities in the south, on the eastern and western coasts and on the islands.

Figure 3. Map of child poverty in Spain by Autonomous Community



⁷ High Commissioner for the Fight against Child Poverty (2019). Regional map of child poverty in Spain. Available at: <https://www.comisionadopobrezainfantil.gob.es/es/db012-mapa-territorializado-de-la-pobreza-infantil-en-espa%C3%B1a>

⁸ More information: <https://ec.europa.eu/eurostat/web/income-and-living-conditions/quality/eu-and-national-quality-reports>

Second, we know that since the 2008 crisis, child poverty has been 're-urbanised'. Consequently, half of the children and teenagers at risk of poverty in Spain live in heavily populated areas, and the difference in child poverty levels between rural and urban areas has narrowed from 15 percentage points in 2013 to 2 percentage points in 2020. In addition, in the most populated areas, the intensity of child poverty is increasing⁹.

These aggregated data from the ECV can be used in conjunction with the information from the Atlas of Household Income Distribution (Atlas de Distribución de Renta de los Hogares-ADHR), which uses census data and data from the Spanish Tax Agency (Agencia Estatal de la Administración Tributaria-AEAT). As a result, it has been possible for the first time to provide regional poverty and child poverty maps for the country's common tax area¹⁰. These data reveal the levels of intra-regional inequality and show, for example, that in large urban areas in Autonomous Communities with child poverty levels below the national average there are children and teenagers living in households with incomes over 200% higher than the median income alongside children and teenagers who are not only in situations of poverty but who are also highly vulnerable.

The strategies for mitigating or reducing the negative effects of child poverty must take account of the particular features and challenges present in the different types of regions and environments. Moreover, the Autonomous-Community and local authorities, which are closest on the ground and more familiar with the needs of the children in their towns, districts and cities, have an important role to play –within their remit– to implement the mission and objectives of the ECG.

3.2.2 Early childhood education, care and intervention

One of the major challenges facing Spain is to increase the coverage and harmonise the quality of pre-school education and early childhood intervention services, which have a decisive effect on whether children in lower income households enjoy the right to health and education in the short and long term.

The challenges to be met to ensure a free, universal, inclusive and high-quality system of early childhood education and intervention include:

- Offering a sufficient number of free pre-school places (0 to 3 years of age), prioritising state-funded pre-schools and flexible hours.
- Increasing investment in child protection and support services.
- Guaranteeing access to pre-school education and additional services (school canteens, extra-curricular activities and before- and after-school childcare).
- Tackling the regional disparities in the availability and quality of educational services, including pre-school education.
- Defining and applying uniform quality standards in pre-school education for 0-3 years of age.
- Guaranteeing coordination between pre-school education services, social care, social services, minimum incomes and inclusion pathways, health, housing and other essential services.
- Developing a high-quality, accessible and universal early childhood intervention service (0-6 years of age).

While there has been a significant increase in net pre-school school enrolment rates in recent years, full school enrolment is still a long way off. The enrolment rate for children under one year of age is 12.4%; for children aged 1-2 years, 41.9%; and for children aged 2-3 years, 61.4%¹¹.

⁹. High Commissioner for the Fight against Child Poverty (2021). Geography of Child Poverty in Spain. Available at:

<https://www.comisionadopobrezainfantil.gob.es/db017-geograf%C3%ADa-de-la-pobreza-infantil-en-espa%C3%B1a>

¹⁰. High Commissioner for the Fight against Child Poverty (2022). Geography of Child Poverty in Spain. Available at:

<https://www.comisionadopobrezainfantil.gob.es/datos-e-indicadores/pobreza-infantil>

¹¹. Ministry of Education and Vocational Training (2021). State System of Education Indicators.

The right to education is not guaranteed for pre-school education. Consequently, there are not enough state-funded places, which means that, in most cases, the financial cost of education is borne by families. Many disadvantaged families cannot afford these costs.

In addition to the socio-economic obstacles, there are other barriers to accessing pre-school education. For instance, the low pre-school enrolment rate for Roma children illustrates how multiple barriers intersect: residential segregation, low income level, geographic distance, low presence of Roma staff in schools, and the difficulty of balancing work and family life.

The extent of pre-school education varies from one Autonomous Community to the next, depending on the levels and types of financing. Accordingly, there are fewer state-funded places and lower enrolment rates in those Autonomous Communities that transfer the financial burden to families and municipalities¹². Similarly, in some regions, it is easier to obtain a place if both parents are working, which marginalises children from households with a low work intensity and lower income.

Proper early childhood intervention requires not only increasing enrolment and the quality of pre-school education, but also ensuring that developmental and learning difficulties are detected early. Guaranteeing children and their families free and universal access to early childhood intervention must be a key part of the ECG. This requires appropriate coordination between health, education and social services. At present, early childhood intervention is not recognised as a subjective right and there are considerable regional inequalities, which means that access to many of the services related to early childhood intervention (physiotherapy, speech therapy, etc.) depends on the financial capacity of families.

3.2.3. Formal education and extracurricular activities

Although compulsory education is universal in Spain, inequalities remain. Children and teenagers of socio-economically disadvantaged families obtain lower results in basic skills (science, maths and literature), have higher truancy rates (especially among Roma pupils and pupils in care), are more likely to have to repeat a school year and are more likely to drop out of school. These indicators vary according to each Autonomous Community's socio-economic and labour context, educational guidance and public expenditure.

The challenges in this area include:

- Increasing public expenditure on education at all stages of education and improving the grant system, especially in post-compulsory education.
- Promoting educational equity through a comprehensive and flexible education that can be adapted to individual needs, especially those of more vulnerable children.
- Reducing school segregation by socio-economic background, ethnic origin or nationality (immigrant family background) and reducing the number of children who have to repeat a year.
- Developing a vocational education offer, with more places and a wider range of qualifications at all levels (primary, secondary and higher education).
- Adapting schools to functional diversity to make education more inclusive.

Children and teenagers gradually become disconnected from the education system, eventually resulting in them failing at school or dropping out (early school leaving-ESL). Some of the reasons for this are: high levels of repeat school years, insufficient application of an inclusive approach to education, a high turnover of teachers in particularly difficult schools, the particular features

¹². Ídem.

of certain schools (segregated, few resources, etc.), the absence of role models, the need to enter the labour market quickly, the availability of low-qualification jobs or a shortage of vocational training offers or second-chance schools. Moreover, the most vulnerable families find it difficult to cover the cost of education and the cost of paying for transport, school materials, etc.: 50% of low-income households with children, 40% of single-mother households and 38% of households in peri-urban areas and intermediate cities have difficulties covering education costs¹³.

School segregation is a particular concern in a country that is becoming increasingly diverse. Spain has one of the highest rates of socio-economic segregation in primary education (Spain's Gorard index is approximately 0.33, which is higher than the OECD average of 0.27)¹⁴. Segregated schools have been found to receive fewer resources than other schools¹⁵ and tend to have higher early school leaving rates, especially among pupils of a migrant background.

The financial disadvantage of low-income families prevents their children from taking part in social, leisure, sports, cultural and extra-curricular activities. This is especially true of children or teenagers in care and children with any kind of disability. These kinds of activities not only have a positive impact on educational outcomes, but they also play a key role in developing skills and helping children to grow healthily. Part of the problem lies in the fact there is a limited range of state-funded activities of this kind.

Another factor of educational inequality is the digital divide among vulnerable children and teenagers, which tends to be greater among Roma children and teenagers (only 40% of whom had access to the Internet in 2020)¹⁶, first- and second-generation immigrants (16.6% and 15.5% respectively)¹⁷ and children and teenagers in rural areas.

It is essential to increase investment to make the education system fairer. According to the most recent Eurostat figures, in 2018 Spain invested 4.03% of GDP in education (4.21% if expenditure on pre-school education is included, Education Statistics, Ministry of Education and Vocational Training), below the EU-27 average of 4.71%. In addition, the grant system is insufficient, especially as regards non-university education, restricting pupils' options to develop their vocational or academic pathways.

Lastly, it is imperative to underline the additional barriers faced by children and teenagers with special educational needs. The range of measures offering adaptation and reasonable adjustment vary substantially from one Autonomous Community to another, generating inequalities in terms of the inclusivity of the education system, the available resources, access, participation and learning in ordinary schools. This is an issue for which very little data are available and for which an in-depth examination is needed in order to design appropriate responses.

3.2.4 Healthcare and healthy eating

Although access to healthcare is free for all children and teenagers, some groups have worse health and well-being indicators. In addition, as access to some essential services is not fully covered by the National Health System (Sistema Nacional de Salud-SNS), this makes things more difficult for lower income families.

The challenges in this area include:

- Guaranteeing the provision of dental, mental and visual health services.

13. An assessment of child poverty in Spain prior to the implementation of the European Child Guarantee, UNICEF Regional Office for Europe and Central Asia, Geneva, 2021.

14. Ferrer, A. and Gortazar, L. (2021). Diversity and Freedom. Reducing school segregation while respecting school choice (*Diversidad y libertad. Reducir la segregación escolar respetando la capacidad de elección de centro*).

15. Prieto-Latorre, C., O.D. Marcenaro-Gutiérrez, y A. Vignoles. School Segregation in Public and Semiprivate Primary Schools in Andalusia. *British Journal of Educational Studies*, 69(2), 2021, pp. 175-196.

16. Roma Foundation (*Fundación Secretariado Gitano*) (2020). Impact of the COVID-19 crisis on the Roma population. (*Impacto de la crisis de la COVID-19 en la población gitana*).

17. An assessment of child poverty in Spain prior to the implementation of the European Child Guarantee, UNICEF Regional Office for Europe and Central Asia, Geneva, 2021.

- Reducing the cost of medicine, treatment and prostheses that are essential for child development, especially for vulnerable families.
- Improving access to healthy food for lower income households.
- Increasing the offer of extra-curricular activities promoting healthy lifestyles.

Poverty has a negative impact on mental health. Households in poverty are more intensely and more frequently subject to stress and are especially exposed to chronic stress. Children living in households in poverty face more obstacles to emotional well-being and are particularly vulnerable to mental health problems.

While the majority of Autonomous Communities do offer children's mental health services, it is essential to reduce waiting lists, lower the patient-to-specialist ratio and increase the number of specialist staff.

Children and teenagers of lower income households have particular difficulties accessing ophthalmological and dental care, because, even though such services are on the list of common National Health System services, the list is not comprehensive and does not cover all childhood needs. There are dental health inequalities depending on family income: lower level of dental health, more dental health problems among children of a migrant background, more dental care needs not met among highly vulnerable groups.

Obesity is twice as prevalent in children and teenagers of lower income households than in households with more resources¹⁸. Among other factors, these differences are mainly explained by the lower cost of foods with low nutritional value¹⁹, a tendency for less physical exercise and sport, more screen time, worse sleep patterns, less nutritional guidance from parents and parents' worse perception of their children's nutritional or health problems.

School canteens are fundamental for acquiring healthy lifestyles and ensuring a healthy and balanced diet both during term time and in the holidays. In this connection, it is necessary to boost coordination between education and health services, as well as regulate the sale of certain food products and improve the design of school menus to increase their nutritional value.

3.2.5 Adequate housing

Spain has very few housing policies aimed specifically at children and teenagers. Measures taken at national and Autonomous-Community level are aimed at the general population, with specific actions for vulnerable groups, including victims of gender-based violence, families at risk of eviction and the homeless. Housing programmes, plans and initiatives do not compensate for the needs of lower income households, where rents and the costs of basic services and equipment and the lack of social housing mean that over 40% of their income goes on housing, leaving very little left to spend on costs relating to other essential services. As a result, many children and teenagers of lower income households have worse living conditions, culminating in segregated slums and shanty towns.

Decent housing is vital to combat child poverty and social exclusion. Spain must find a response to the following challenges:

- Guaranteeing affordable housing.
- Guaranteeing affordable access to utilities and basic equipment (energy, water, sewerage, etc.).
- Improving the living conditions of dwellings.
- Reducing the impact of risks and emergencies (e.g. evictions or utility shut-offs).

18. Spanish Agency for Food Safety and Nutrition (*Agencia Española de Seguridad Alimentaria y Nutrición-AESAN*) and the High Commissioner for the Fight against Child Poverty (2022). Obesity and child poverty: a snapshot of double inequality (*Obesidad y pobreza infantil: radiografía de una doble desigualdad*). **19.** UNICEF (2021). Measures for reducing child poverty and social exclusion and recommendations for implementation of the European Child Guarantee in Spain (*Medidas para reducir la pobreza y la exclusión social de los niños y niñas y recomendaciones para la aplicación de la Garantía Infantil Europea en España*).

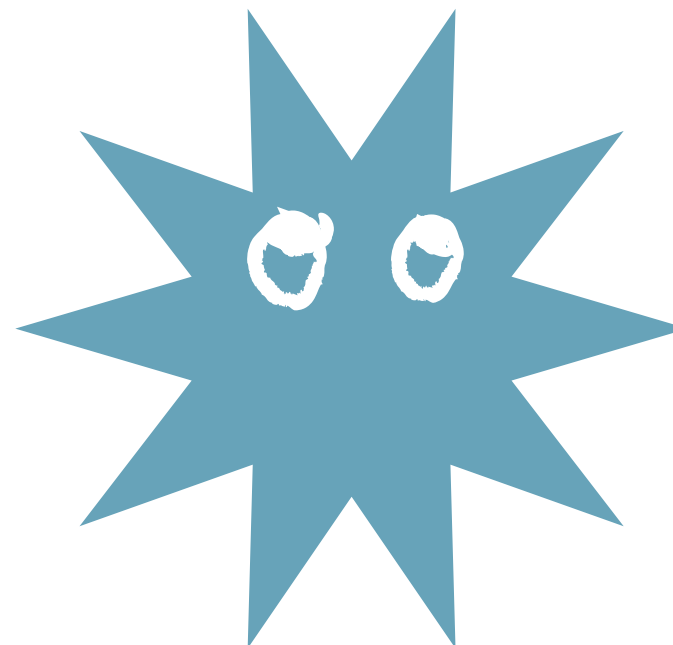
- Eradicating unsafe dwellings, segregated slums and shanty towns.
- Improving coordination between social services and the housing sector to identify and meet the real needs of children and teenagers.

The insufficient supply of public housing raises prices, increasing the risk of poverty because of the overburden of housing costs. Spain has a high percentage of children and teenagers in poverty living in households overburdened by housing costs (35.8%), which varies between 53.8% in the Basque Country and 13.2% in the Autonomous City of Ceuta. 56.4% of children in the first decile of incomes live in households overburdened by housing costs²⁰.

Added to high living costs is the problem of energy poverty, which increases as household income decreases. Failure to pay for utilities, such as electricity or gas, has an impact on the health, education and nutrition of children and teenagers. 49.1% of children living in low-rent housing live in inadequate temperatures, 39.9% of households at risk of poverty live in dwellings with damp, and 15.5% live without adequate lighting²¹.

The most vulnerable children and teenagers face severe housing deprivation. Around 9 000 Roma families still live in sub-standard housing, including around 2 000 living in shacks²². Children and teenagers living in households threatened with eviction face extreme deprivation and are extremely vulnerable.

Lastly, virtually half of children and teenagers in care live in children's homes even though the relevant law lays down that, as a priority, children in care should live with foster families²³. Institutionalising children restricts and affects their development and their enjoyment of rights such as the right to education and to health.



20. UNICEF (2021). An assessment of child poverty in Spain prior to the implementation of the European Child Guarantee. <https://www.unicef.org/eca/sites/unicef.org/eca/files/2021-11/Spanish%20Deep%20Dive%20Literature%20review%20ES.pdf>

21. National Statistics Institute (*Instituto Nacional de Estadística-INE*) (2019). Living Conditions Survey.

22. Roma Foundation (2016). Mapping Study on Roma Housing and Population. Ministry of Health, Social Services and Equality.

23. Law 26/2015 of 28 July 2015 making changes to the protection system for children and teenagers and data from the Statistical Information Bulletin of the protection system for children. Available at: https://observatoriodelainfancia.mdsocialesa2030.gob.es/productos/pdf/BOLETIN_22_final.pdf

3.3. Specific categories of vulnerable children and teenagers

The National ECG Plan is aimed at children and teenagers in poverty or who are socially excluded. The assessment has identified different groups of children and teenagers in Spain who are especially vulnerable, with these groups sometimes overlapping (see Table 1).

During implementation of the National ECG Plan, new groups of especially vulnerable children and teenagers are expected to be identified with difficulties accessing the essential services covered by the ECG.

While the set of measures included in this Action Plan is aimed at all groups that are financially vulnerable, there are some cases of measures targeting specific groups. In such cases, this is indicated in the table of measures set out later in this Action Plan.

With regard to Roma children, the measures and objectives included in the Action Plan are supplemented by those laid down in the National Strategy for Roma Equality, Inclusion and Participation (2021-2030).

24. Eurostat, 2020.

25. National database of persons with a disability, 2020.

26. 2019 Continuous Household Survey (Encuesta Continua de Hogares), 2019.

27. Foreign population under 18 years of age. Statistics from the Continuous Register (Padrón Continuo) at 1 January 2021.

28. Estimate based on the Roma Foundation, de la Rica et al, and the Foundation for Applied Social and Sociology Studies (Fomento de Estudios Sociales y Sociología Aplicada-FOESSA).

29. Statistical data report on child protection measures, data from 2020.

30. Ministry of the Interior; January 2022.

31. Severe housing deprivation rate, 6.2% in 2020. Eurostat.

https://ec.europa.eu/eurostat/databrowser/view/ILC_MDHO06A__custom_2186724/default/table?lang=en

32. Estimate of Save the Children and Fundación PorCausa, 2019. <https://bit.ly/37BR3qg>

33. 522 of whom are minors serving their sentences in closed detention centres. Statistical data report on measures imposed on minors in conflict with the law, 2020.

Table 1. Groups of especially vulnerable children and teenagers and the estimated number per group

Group	Number
1. At risk of poverty or social exclusion	2 624 000 ²⁴
2. Disabled (certified)	129 540 ²⁵
3. In single-parent or single-mother households (or other family models with particular care difficulties)	Single-mother: 944 000 Single-parent: 193 000 ²⁶
4. Migrant background	906 983 ²⁷
5. Roma, with particular attention to those from eastern Europe	Approximately 190 000 ²⁸
6. In care	There are 35 608 minors ²⁹ in the care of public administrations; 16 991 of whom live in children's homes, and 1 030 of whom have some kind of disability
7. Foreigners with no family	9 228 ³⁰
8. In serious housing deprivation	5 13 800 ³¹
9. With parents who are undocumented	147 000 ³²
10. In conflict with the law	2 423 ³³
11. Seeking asylum or international protection, temporary protection (Ukraine) or refugees	87 727 seeking international protection 5 242 awarded asylum status 8 605 awarded subsidiary protection 820 915 granted residence authorisation for humanitarian reasons 45 279 (temporary protection)
12. Victims of trafficking or sexual exploitation	Not available

4 OUTREACH AND AWARENESS RAISING

Given the political and institutional importance of this Plan, once it has been approved, outreach and awareness-raising activities will be carried out to inform people about the Child Guarantee and its programmes and measures. These actions will be promoted by the ECG coordination body in cooperation with the High Commissioner for the Fight Against Child Poverty, the inter-Ministerial Committee, the Autonomous Communities and FEMP.

The objective is to achieve a better understanding and acceptance of policies aimed at combating child poverty and addressing the disadvantages facing vulnerable children and teenagers. There will also be continuous accountability towards citizens as regards the use of the funds invested in the ECG and the results obtained.



Although specific awareness-raising and communication activities will be set out in the Plan's operational programming, there is already provision for the following measures:

- A **website**, under the DGDIA, will be kept continually updated, providing information on what the child guarantee is and what it seeks to achieve, including indicators for regular follow-up and detailing the specific measures being carried out.
- **Corporate identity**: the plan is for the ECG to have its own logo and corporate identity, which will be used by everyone involved.
- **Regular single-issue seminars**: although these events will be targeted at a more specialist audience, they will be open to everyone and will focus on specific ECG questions.
- **High-level conference**: to finance commitments and share the results obtained from implementing the ECG, to be held in 2025, 2028 and 2031.

Every effort will be made to ensure that there are child- and teenage-friendly versions of the measures and materials to be developed.

5 GOVERNANCE

With regard to implementation of the National ECG Plan, a multi-level governance mechanism is provided for to ensure that the measures laid down at regional level are delivered in a coherent way. One of Spain's particular features is the fact that there is a very complex division of responsibilities between national, Autonomous-Community and local authorities. This means that it is essential to strengthen the links, systems and processes for inter-regional and inter-sectoral cooperation and dialogue. Specifically, stakeholder involvement will be ensured through the following participation channels and mechanisms:

a. Public administration cooperation

I. Cooperation at political level

- **Inter-Ministerial Committee:** composed of the National ECG Coordinator, Director-level representatives from the ministries involved in combating child poverty and implementing the actions under the Plan, the State Secretariat for Social Rights, the High Commissioner for the Fight Against Child Poverty, the European Social Fund Administration Unit (Unidad Administradora del Fondo Social Europeo-UAFSE) and the Secretariat General for European Funds. This Committee will set out the general policy guidelines for developing, implementing and monitoring the ECG at national level, and will meet at least twice a year.

- **Sectoral Conference on Children and Teenagers:** composed of the Ministry of Social Rights and the 2030 Agenda and representatives from various ministries, the High Commissioner for the Fight Against Child Poverty, representatives from the regional ministries of the Autonomous Communities and Autonomous Cities, and FEMP. The conference will play consultation, decision-making, coordination and cooperation roles, with the aim of securing agreements and recommendations on the design, implementation and monitoring of protection and development policies for children and teenagers, with a focus on ensuring that the ECG activities carried out by the authorities are coherent and complementary.

- **Sectoral conferences of other ministries:** in view of the cross-cutting nature of the policies set out in this Action Plan, other ministries may be invited to the conference to deal with issues on an ad hoc basis. The different ministries with the power to implement the ECG recommendations will be urged to address these recommendations via their official coordination channels with the Autonomous Communities, which are usually the respective sectoral conferences.



II. Cooperation at operational level

- **Child Guarantee Committee:** the group of ECG representatives who design and monitor implementation of the operational plans. It will be made up of the ECG coordination body, two representatives from the High Commissioner for the Fight Against Child Poverty, experts from the ministries, coordinators from the Autonomous Communities and a FEMP representative. The Committee will meet every quarter and send a progress report to the Inter-Ministerial Committee and the Sectoral Conference every six months.

- **ECG coordinators at Autonomous-Community and local level:** The Autonomous Communities and Autonomous Cities will have to appoint someone as their ECG coordinator or interlocutor for their region to ensure effective coordination. Where appropriate, this person may also be appointed to represent the local bodies. This person will be appointed at the start of the two-year programming process. Their responsibilities will include the following:

- Acting as the link between the general ECG coordination body and the authorities responsible for the ECG in their Autonomous Community and the local authorities, in order to ensure implementation of the work plan and progress towards meeting the set targets.
- Participating in working groups at both Autonomous-Community and national level and being responsible for grouping and passing on information concerning implementation of the Plan within their Autonomous Community or municipality (actions, indicators, scope, etc.).

b. Cooperation with the Childhood Observatory (Observatorio de la Infancia), the third sector, and children and teenagers

I. Cooperation at consultation level

Civil dialogue, through various fora and spaces, will be fundamental for civil society participation and, in particular, for the participation of third sector platforms and bodies working for the rights of children and teenagers and fighting poverty and social exclusion. An important meeting space will be the **Childhood Observatory**, attached to the Ministry of Social Rights and Agenda 2030 (represented by the DGDIA) and made up of representatives from ministerial departments, including the High Commissioner for the Fight Against Child Poverty, the Autonomous Communities, FEMP, and the most representative bodies involved in protecting and promoting the rights of children and teenagers. The Observatory's mission is to ascertain the situation and quality of life of children in Spain and propose social policies to improve the various factors affecting them.

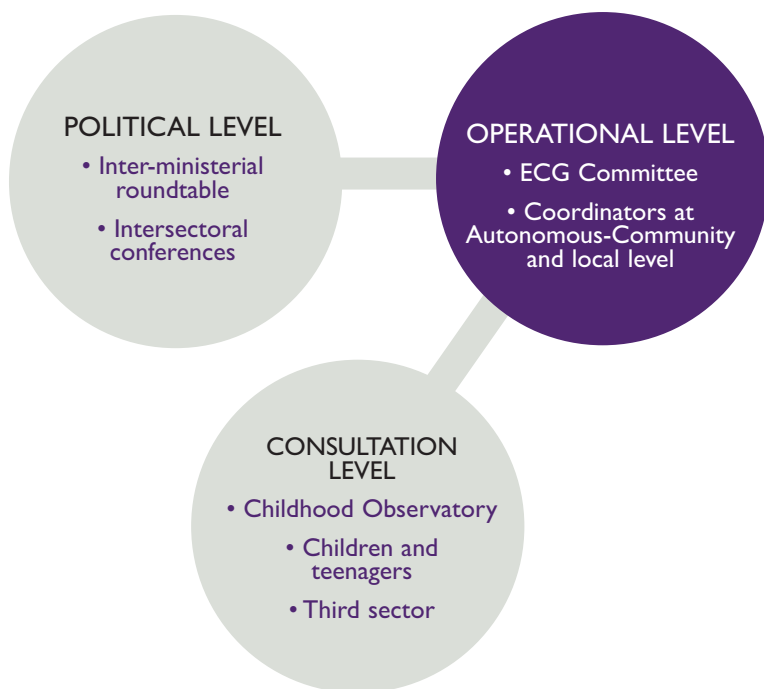
The participation of children and teenagers will be ensured through the following participation fora:

- **State Council for the Participation of Children and Teenagers (Consejo Estatal de Participación de la Infancia y de la Adolescencia):** made up of children and teenagers aged between 8 and 17, under the responsibility of the Ministry of Social Rights and Agenda 2030. It is a permanent and stable body for the consultation, representation and participation of children, set up in September 2021 with the task of proposing initiatives and recommendations to the authorities to promote the rights of children and teenagers.

- **Local bodies for the participation of children and teenagers:** made up of children and teenagers in different regions and promoted by UNICEF Spain. These participation fora at local level exist for interaction and sharing proposals and initiatives and for passing on needs and concerns to local and regional institutions. These bodies will be promoted under this Plan.

- **Participation fora for children and teenagers** belonging to groups targeted by the ECG via organisations and authorities supporting or fostering those groups.

Figure 4. Coordination structure



c. Participation of various stakeholders in the preparation of this Action Plan

The following stakeholders have taken part in the drafting of the National ECG Action Plan and will subsequently participate in its implementation:

- Children and teenagers.
- Ministries.
- Autonomous Communities and the Autonomous Cities of Ceuta and Melilla.
- Third-sector bodies.
- Universities.

The above have participated in various ways, as follows:

- A group session, single-issue sessions and bilateral meetings have taken account of the vision of the different ministries involved.
- Various meetings of the Sectoral Conference on Children and Teenagers and an ad hoc consultation have taken into consideration and included the vision and role of the Autonomous Communities.
- Their written contributions were submitted and their input was provided by means of focus groups, one for each strategic axis of this Plan.
- Focus groups.

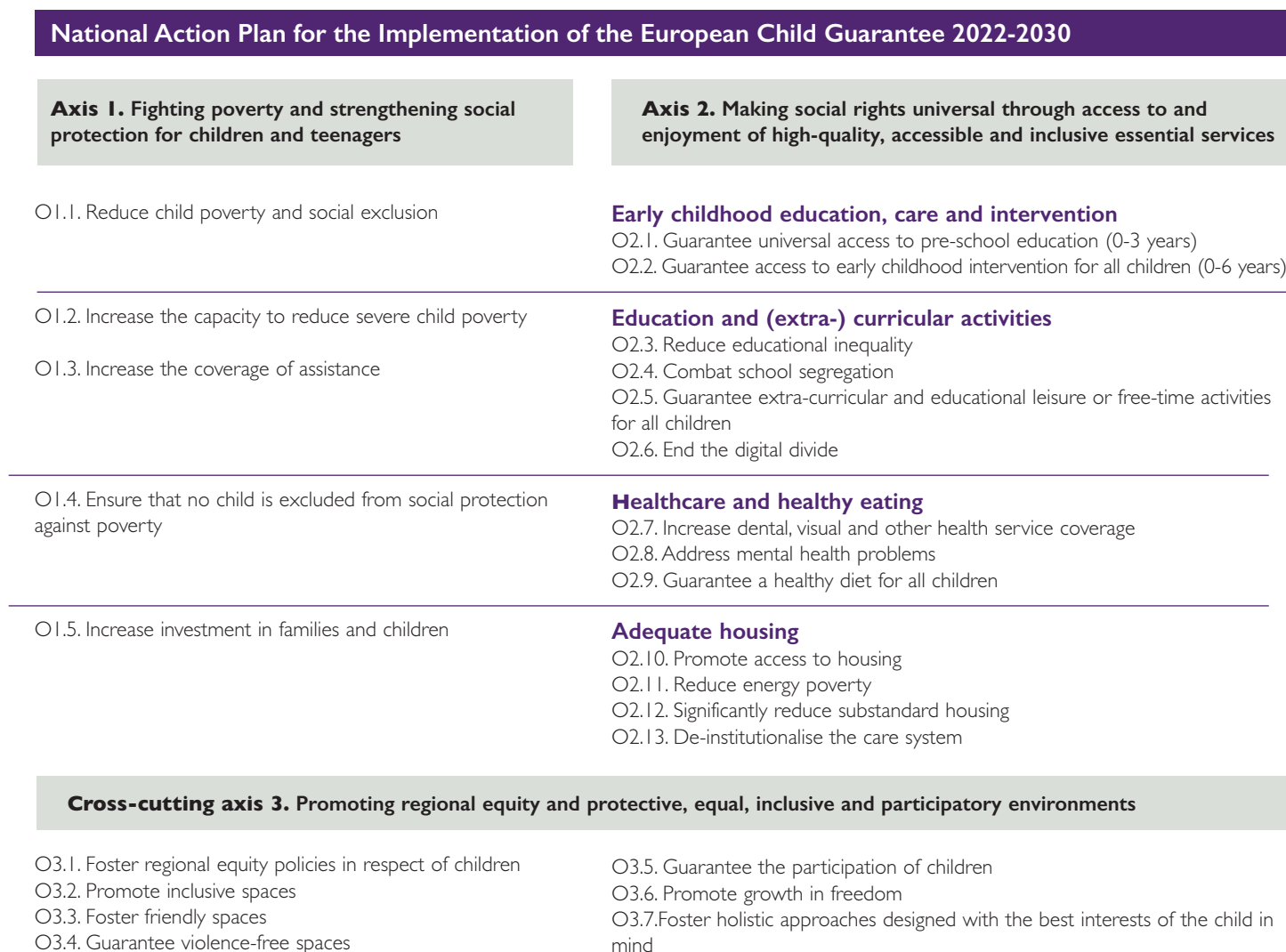
Annex III provides details of the process and participating bodies.

6 QUANTITATIVE AND QUALITATIVE OBJECTIVES

The Action Plan is structured along three strategic axes –two thematic axes and one cross-cutting axis: **(1) social protection, (2) rights and services, and (3) environments**–. They bring together 25 objectives with indicators, 18 of which have indicators and targets for 2025 and 2030 (Figure 5), which in turn correspond to 88 measures (see Chapter 8).

The targets refer to progress to be made in relation to all vulnerable children or children at risk of poverty or social exclusion, in line with the spirit of the ECG of not leaving any child or teenager behind. To this end, as far as possible, the indicators and targets are broken down by particularly vulnerable groups, with a special emphasis on migrant, disabled or Roma children.

Figure 5. Summary of the axes and objectives of the National ECG Plan



6.1 Strategic axis I. Fighting poverty and strengthening social protection for children and teenagers

In Spain, the capacity to reduce child poverty through government transfers has traditionally been low, which has an impact on the equal enjoyment of rights and services covered by the ECG. The

measures under this axis seek to bring Spain closer to at least the EU average on social protection for children, with the priority on more vulnerable children.

Objectives	Indicator	Baseline	Intermediate target (2025)	Final target (2030)
<p>Objective 1.1: Reduce child poverty and social exclusion Achieve the national objective of reducing the number of children and teenagers at risk of poverty or social exclusion agreed with the European Commission under the European Pillar of Social Rights Action Plan, while also reducing the chronic nature of the problem and the child poverty gap.</p>	Child AROPE rate.	30.3% (ECV, 2019).	Reduction of 3.4 percentage points.	Reduction of 8.6 percentage points.
<p>Objective 1.2: Increase the capacity to reduce severe child poverty Increase the capacity to reduce severe child poverty (40% of the median income) by means of government transfers equalling the European average.</p>	Rate of severe child poverty before and after transfers.	Capacity to reduce severe child poverty stands at 28.8% (ECV, 2020).	The capacity to reduce severe child poverty after government transfers is increased to 40%.	The capacity to reduce severe child poverty after government transfers is increased to 60%.
<p>Objective 1.3. Increase the coverage and effectiveness of assistance All children and teenagers living under the relative poverty threshold (60% of the median) have access to child benefit.</p>	% of children receiving child benefit of all children and teenagers in poverty.	Not all households with children or teenagers have the same benefits and not all households in poverty receive assistance, although, in some cases, they do have the right to such assistance.	Data are available on the child benefit system as a whole, and there are possible solutions based on the results obtained.	All households with children or teenagers in poverty have access to child benefit.
<p>Objective 1.4. Ensure that no child or teenager is excluded from social protection against poverty Irrespective of the labour or administrative situation of their parents, no child or teenager is left excluded from assistance under the income guarantee system, whether at the level of local authority, Autonomous Community or General State Administration.</p>	% of children or teenagers not having the right to social protection of all children and teenagers in poverty.	The full range of assistance does not cover all the situations of poverty in which children may live.	Data are available on the barriers to social protection for children, and there are proposed solutions based on the results obtained.	In 2030, all children live in households protected against a total lack of income.
<p>Objective 1.5. Increase investment in families and children Bring social protection expenditure on families and children up to the EU average.</p>	% of GDP on government transfers supporting families and children.	1.3% of GDP whereas the EU average is 2.3% (Eurostat, 2019).		In 2030, Spain reaches the EU average on social protection expenditure on children and families.

34. The income guarantee system includes all assistance, at different administrative levels, aimed at preventing people from having no or insufficient income (not taking into account assistance for senior citizens or people with a disability). The income guarantee system would cover, inter alia, income or assistance from the State Public Employment Service (*Servicio Público de Empleo Estatal-SEPE*), the basic minimum income (*Ingreso Mínimo Vital-IMV*) and the minimum incomes of the Autonomous Communities.

6.2 Strategic axis 2.

Making social rights universal through access to and enjoyment of high-quality, accessible and inclusive essential services

AREA I: EARLY CHILDHOOD EDUCATION, CARE AND INTERVENTION (0-6 YEARS)

Objectives	Indicator	Baseline	Intermediate target (2025)	Final target (2030)
<p>Objective 2.1. Guarantee universal access to pre-school education (0-3 years) Guarantee high-quality, inclusive and equitable pre-school education (0-3 years), starting with children from households with lower incomes and other vulnerable groups.</p>	<p>School enrolment rate (by level of household income and by Autonomous Community).</p>	<p>The school enrolment rate at one year of age is 43.9% and 63.1% at two years of age (Figures for education in Spain. Statistics and indicators, 2022). The school enrolment rate (0-3 years of age) of the first quintile is 26.3% compared with 62.5% for the fifth quintile. (ECV, 2016).</p>	<p>School enrolment rate at one year of age: 50%. School enrolment rate at two years of age: 75%.</p>	<p>School enrolment rate at one year of age: 55%. School enrolment rate at two years of age: 85%. School enrolment rate (0-3 years of age) of the first income quintile: 50%.</p>
<p>Objective 2.2. Guarantee access to early childhood intervention for all children Guarantee free, quick and universal access to early childhood intervention, defined as a subjective right, for all children under six years of age.</p>	<p>Waiting time (in days) from the request for the service (by Autonomous Community).</p>	<p>Much of early childhood intervention is not state funded. Different Autonomous Communities have different standards and the waiting lists and coverage varies from region to region.</p>	<p>There is an agreement between the General State Administration and the Autonomous Communities on which common services should be provided by the early childhood intervention system throughout the country and on the quality of those services.</p>	<p>All children aged 0-6 years have effective access to integrated early childhood services within 45 days of the request, regardless of which Autonomous Community they live in.</p>

AREA 2: EDUCATION AND EXTRA-CURRICULAR ACTIVITIES

Objectives	Indicator	Baseline	Intermediate target (2025)	Final target (2030)
<p>Objective 2.3. Reduce educational inequality Reach the European objective of reducing early school leaving (ESL) from education and training and significantly reduce the gap between children in vulnerable households and children as a whole.</p>	<p>ESL rate (by household income level). Educational attainment (by economic, social and cultural status-ESCS)</p>	<p>13.3% (Labour Force Survey, 2021). % of teenagers aged 15 with low educational attainment in households in the bottom quarter of the ESCS index (PISA 2018):</p> <ul style="list-style-type: none"> • Maths: 39.03%. • Reading: 34.9%. • Science: 33.1%. 	<p>Reduction in the rate of early school leaving from education and training to 11%.</p>	<p>Reduction in the rate of early school leaving from education and training to 9% by reducing the social divide. 15% reduction in the percentage of pupils aged 15 in the bottom quarter of the ESCS index and with low educational attainment in reading, mathematics and science.</p>
<p>Objective 2.4. Combat school segregation Reduce school segregation caused by socio-economic, ethnic or other reasons in state schools and state-funded but privately run schools.</p>	<p>Isolation index (by Autonomous Community) (PISA, 2018). %age of pupils in special education by Autonomous Community. (Statistics of the Ministry of Education and Vocational Training, 2020).</p>	<p>The isolation index in Spain is 0.16 (PISA, 2018). 17% of pupils with special needs are educated in special schools.</p>		<p>Significant reduction in the isolation index at national level and by Autonomous Community and Autonomous City (Ceuta and Melilla). The inclusive education plan included in the fourth additional provision of Organic Law 3/2020 of 29 December 2020 amending Organic Law 2/2006 of 3 May 2006 on Education.</p>
<p>Objective 2.5. Extra-curricular and educational leisure or free-time activities for all children Guarantee high-quality, accessible and inclusive extra-curricular and educational leisure or free-time activities for children and teenagers at risk of poverty or social exclusion, during term time and in the holidays.</p>	<p>Participation in school or educational leisure activities per income quintile.</p>	<p>Not available.</p>	<p>There are representative statistical data to set a baseline and an objective to reduce inequality in children's access to (extra) curricular educational leisure and sports activities.</p>	<p>Objective defined in 2025 achieved.</p>
<p>Objective 2.6. End the digital divide Reduce the triple digital divide between children in poverty or who are socially excluded and the general population of children and teenagers.</p>	<p>Households with children that have IT equipment and the Internet allowing for remote and hybrid learning. Internet use for educational purposes (by socio-economic level).</p>	<p>4.8% of pupils aged 6-15 during the 2020-2021 school year live in households that do not have sufficient resources to allow the pupils to attend remote classes or activities given by their school from somewhere other than the school. (INE, Survey on ICT equipment and use in households 2021). 16% of children and teenagers of the 20% of poorest households never or hardly ever use the Internet to do their homework (PISA, 2018).</p>	<p>All school-age pupils without access to the Internet or a computer in households will have a portable device with connectivity, provided by the school, for in-person, remote and hybrid learning.</p>	<p>Reduction by half of the existing gap between vulnerable children and all children as regards the use of the Internet for homework.</p>

AREA 3: HEALTHCARE AND HEALTHY EATING

Objectives	Indicator	Baseline	Intermediate target (2025)	Final target (2030)
<p>Objective 2.7. Increase oral, visual and other health service coverage Include 100% of dental health services in the National Health System, on the basis of the scientific evidence available (not including aesthetic dental treatment) and gradually remove the financial barriers preventing the most vulnerable children from accessing medicine.</p>		<p>4.5% of the population aged 14-25 cannot access healthcare because of the cost. 33.14% cannot access dental care and 7.99% cannot access prescription medicine. (ENSE, 2017).</p>	<p>An extended list of common services of the National Health System with regard to children's dental health. Increased elimination of joint payment for healthcare for vulnerable children with regard to essential services and treatment.</p>	<p>The inability to access medical and dental care and prescription medicine for financial reasons among the youngest population is reduced by half.</p>
<p>Objective 2.8. Address mental health problems Strengthen the National Health System's capacity in order to ensure mental health care for children and teenagers at risk of poverty or social exclusion.</p>	<p>Number of specialists in the National Health System.</p>	<p>The National Health System does not have child psychiatrists.</p>	<p>The number of children's mental health specialists (psychiatrists, psychologists, nurses and social workers) has increased and the first specialists in child psychiatry are being trained.</p>	<p>The number of children's mental health specialists (psychiatrists, psychologists, nurses and social workers) has increased. Specialists in child psychiatry are already being accredited by the Ministry of Health.</p>
<p>Objective 2.9. Guarantee a healthy diet Ensure that children and teenagers have effective access to a healthy, balanced and appropriate diet adapted to each stage of their development.</p>	<p>Access to fresh fruit and vegetables at least once a day for children and teenagers aged 1 to 15 years (per income quintile). KIDMED index for adherence to the Mediterranean diet (low adherence).</p>	<p>5.7% in the lowest income quintile cannot afford a healthy diet (ECV, 2014). (Study of Food, Physical Activity, Child Development and Obesity in Spain (Estudio de Alimentación, Actividad física, Desarrollo Infantil y Obesidad en España - ALADINO) (2019). 9.7% low adherence to the Mediterranean diet.</p>	<p>Reduce by 20% the proportion of children and teenagers of low-income households who cannot afford to eat fresh fruit and vegetables at least once a day. A 20% reduction in the numbers not adhering to the Mediterranean diet.</p>	<p>Reduce by half the proportion of children and teenagers of low-income households who cannot afford to eat fresh fruit and vegetables at least once a day. A 50% reduction in the numbers not adhering to the Mediterranean diet.</p>

AREA 4: A DEQUATE HOUSING

Objectives	Indicator	Baseline	Intermediate target (2025)	Final target (2030)
Objective 2.10. Access to housing Significantly reduce the number of children and teenagers in households overburdened by housing costs.	Percentage of children and teenagers in households overburdened by housing costs.	32.4% of children and teenagers living under the poverty threshold are in households overburdened by housing costs. (Eurostat, 2020).		The percentage of children and teenagers living in severe poverty and in households overburdened by housing costs is reduced by at least 10 percentage points.
Objective 2.11. Reduce energy poverty Significantly reduce the number of children and teenagers living in households that cannot maintain an adequate temperature in their home.	Inability to maintain the home at an adequate temperature.	10.2% of households with children or teenagers cannot maintain their home at an adequate temperature. (Eurostat, 2020).		The inability to maintain the home at an adequate temperature among households with children and teenagers is reduced by half.
Objective 2.12. Significantly reduce substandard housing No child or teenager, including Roma, lives in substandard housing in shanty towns.	Number of shanty towns.	270 sites substandard housing sites (2018) ³⁵ .	Reduce substandard housing sites by 20%.	Reduce substandard housing sites by 60%.
Objective 2.13. De-institutionalisation Increase the percentage of children in care living in foster families, including children with disabilities.	Number of children and teenagers in children's homes (by age group and disability).	537 children under 3 years of age in children's homes. 640 children under 6 years of age in children's homes. 47% of children in care are in children's homes (16 991) ³⁶ . 37% of children with disabilities in care live in children's homes (1 030 children).	No child under 6 years of age in care is living in a children's home.	No child under 10 years of age in care is living in a children's home. Up to 70% of children in care are living in a foster family. There is no children's home with more than 30 places (except for first reception). The entire system has updated its intervention model in line with evidence-based practice and following an individual-led care model.

35. Roma Foundation and Daleph (2016). Study-Map of Roma Housing and Population, 2015. Available at: https://www.gitanos.org/centro_documentacion/publicaciones/fichas/117552.html

36. Statistical data report on child protection measures, report No 23, data from 2020. Childhood Observatory.

6.3. Cross-cutting axis 3: Promoting regional equity and protective, equal, inclusive and participatory environments

The objectives of the cross-cutting axis are pre-requisites that the measures set out in this Action Plan must fulfil, so as to strengthen the inclusive, fair and equal-access nature of these measures, and to put

children, their needs and their voice at the heart of this Plan, regardless of their individual characteristics and no matter where they grew up, whether in the city or the countryside.

Cross-cutting line	2030 vision
Objective 3.1. Foster regional equity policies	Access to essential services and opportunities is guaranteed to all children irrespective of the Autonomous Community, municipality or district in which they live.
Objective 3.2. Promote inclusive spaces	All children grow up and participate in the same spaces, regardless of whether they have a disability, are in poverty or are socially excluded, have an immigrant background, or are of a different ethnic origin, or are in care.
Objective 3.3. Foster friendly spaces	All spaces where children and teenagers grow up and interact have been designed taking account of their physical, emotional and cognitive needs.
Objective 3.4. Guarantee violence-free spaces	Children and teenagers feel safe in their environment.
Objective 3.5. Guarantee the participation of children	The voice of children and teenagers is consulted, listened to and taken into account in the design and implementation of public policies affecting them.
Objective 3.6. Promote growth in freedom and equality	All children and teenagers, regardless of their gender identity, enjoy the same rights on an equal basis and grow up free from prejudice.
Objective 3.7. Foster holistic approaches designed with the best interests of the child in mind	A holistic approach is taken to the design and implementation of public policies aimed at children and teenagers, with adaptations made in line with the needs of children and their families.

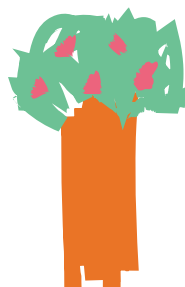
7 MEASURES

To achieve the objectives set out under each of the three axes, it is planned to develop and implement specific measures, respecting the division of powers between the state and the Autonomous Communities. The corresponding budget and timetable will be detailed in each two-year operational plan.

Below is a list of measures based on the outcome of the consultations carried out with the Autonomous Communities and different ministries. Included are

both measures that are almost certain to be carried out or reinforced, as part of the reforms of the social protection or education systems under way, and those that may appear for the first time in the two-year planning exercises.

Measures with an Autonomous Community aspect will not be carried out in all regions; rather the Autonomous Communities will choose what the most relevant measures are in order to achieve the objectives of this Action Plan, based on their powers and needs.



7.1 Strategic axis I. Fighting poverty and strengthening social protection for children and teenagers

No. Measures	Bodies responsible
1 Improve the social protection system under the General State Administration to extend protection to all children, including integrating and increasing coherence between the direct assistance system and the tax benefits system, and guaranteeing that the work-life balance model does not result in inequalities in protection.	Ministry of Social Rights and the 2030 Agenda (<i>Ministerio de Derechos Sociales y Agenda 2030-MDSA2030</i>), ACPI, Ministry of Inclusion, Social Security and Migration (<i>Ministerio de Inclusión, Seguridad Social y Migraciones-MISSM</i>), Ministry of Work and the Social Economy (<i>Ministerio de Trabajo y Economía Social-MTES</i>).
2 Expand coverage of the basic minimum income (<i>Ingreso Mínimo Vital - IMV</i>) and child support supplement (<i>Complemento de Ayuda para la Infancia - CAPI</i>), optimising the impact on households with children and teenagers by: 1) reviewing access requirements; 2) simplifying procedures and speeding up decisions; 3) conducting outreach initiatives and information and awareness-raising campaigns targeting groups that are in poverty or are socially excluded.	MISSM, Autonomous Communities (ACs), local bodies (LBs).
3 Reform minimum incomes and other assistance at Autonomous-Community and local level to supplement the national system for combating child poverty.	ACs, LBs.
4 Identify and eliminate administrative and bureaucratic barriers to access state benefits.	General State Administration, ACs, LBs.
5 Identify groups that find it difficult to access social protection, promoting inter-administrative cooperation and the launch of dissemination and outreach activities in respect of existing targeted support.	MDSA2030, ACs, LBs.
6 Strengthen and modernise the system of social services and its measures to tackle child poverty, cutting red tape.	MDSA2030, ACs, LBs.
7 Improve the quality, coverage, quantity, speed and non-stigmatising management of emergency support.	MDSA2030, ACs, LBs.
8 Develop a single programme for combating material deprivation that does not stigmatise.	MDSA2013, MTES, ACs.
9 Develop inclusion pathways associated with targeted support, including the basic minimum income, which, by taking a holistic approach to exclusion, include access to job opportunities, resources and enabling services. This will be done taking account of good practice acquired in social innovation pilot projects included in the Recovery, Transformation and Resilience Plan.	MISSM, ACs.
10 Develop quality job incentive programmes for families receiving targeted support, including the basic minimum income, to improve the labour participation of families with children.	MISSM, ACs.

7.1 Strategic axis I. Fighting poverty and strengthening social protection for children and teenagers

No.	Measures	Bodies responsible
11	Make data interoperable and harmonise systems for registering beneficiaries of assistance between the General State Administration and Autonomous Communities.	MISSM, MTES and ACs.
12	Strengthen information gathering and data generation systems through registers and surveys with an increased sample size, regional representation and broken down by groups, which will improve the indicators on poverty and social exclusion and children.	INE, ACPI, MDSA2030, MISSM, MTES and ACs.
13	Prepare specific studies on child poverty, broken down by group, vulnerable situation (disability, homeless, etc.), gender, immigrant background or ethnic origin (Roma children) and region, supplemented by regular surveys when needed and impact assessments.	INE, ACPI, Inclusion, MSA2030
14	Improve how public investment in children and the fight against child poverty and its impact is measured in respect of all levels of public administration.	Ministry of Finance and the Civil Service (Ministerio de Hacienda y Función Pública-MHFP), General State Administration, ACs.

7.2 Axis 2. Making social rights universal through access to and enjoyment of high-quality, accessible and inclusive essential services

AREA I: EARLY CHILDHOOD EDUCATION, CARE AND INTERVENTION

Objectives: universal pre-school education (0-3 years) and early intervention (0-6 years) as a subjective right

No. Measures	Bodies responsible
15 Extend coverage of pre-school education by increasing the number of state-funded places, prioritising the access of children at risk of poverty or social exclusion and extending coverage to rural areas.	MEFP, ACs and LBs.
16 Make pre-school education free for children from families with incomes below the poverty threshold.	MEFP, ACs and LBs.
17 Carry out awareness-raising and outreach measures aimed at vulnerable families to inform them of the benefits of pre-school education. Provide support for the registration process and with requesting places, in coordination with social services.	MEFP, ACs and LBs. Migrant and Roma children.
18 Review access criteria to pre-schools to prioritise low-income families and other vulnerable groups.	MEFP, ACs and LBs.
19 Make pre-school hours, attendance options and patterns of care more flexible, within the scope of education legislation, with the aim of promoting the work-life balance of vulnerable families, including those of single mothers.	ACs.
20 Regulate minimum requirements of pre-school education by Royal Decree.	MEFP, ACs.
21 Education authorities to implement Royal Decree 95/2022 of 1 February 2022 laying down the arrangements and minimum content requirements for pre-school education.	MEFP, ACs.
22 Implement legislation at national and Autonomous-Community level on early childhood intervention as a subjective right.	MDSA2013, Ministry of Health (Ministerio de Sanidad-MS), ACs.
23 Reach an agreement in the Regional Councils for Social Services and Health (Consejos Territoriales de Servicios Sociales y de Sanidad) on what services should be included in the public provision of early intervention services, and on the quality of those services, as a minimum and fair basis for the whole country.	MDSA2013, MS, ACs.
24 Develop a comprehensive system of early intervention services that coordinates actions in the field of health, social services and education, and that includes a system of indicators for monitoring, evaluation and continuous improvement.	MDSA2013, MS, ACs.
25 Introduce community programmes to promote positive parenting by providing support and guidance for families throughout their children's development.	MDSA2030, MEFP, ACs, FEMP and LBs.

AREA 2: EDUCATION AND EXTRA-CURRICULAR ACTIVITIES. Objectives: reduce educational inequality, combat school segregation, establish extra-curricular and educational leisure or free-time activities for all children, and end the digital divide.

No. Measures		Bodies responsible
26	Increase public expenditure on education by at least 5% of GDP by 2030.	MEFP, ACs.
27	Strengthen and develop the Regional Cooperation Programme for Educational Guidance, Progress and Enrichment (Programa de Cooperación Territorial de Orientación, Avance y Enriquecimiento educativo - PROA+ Programme) in schools of particular educational complexity, as well as other additional resources and activities for these schools.	MEFP, ACs.
28	Set up units to provide personal and family support and guidance to vulnerable pupils as part of educational or psycho-educational services in school areas and districts.	MEFP, ACs.
29	Improve statistics on education and inequality, in particular to measure truancy, school failure and school segregation.	MEFP, ACs.
30	Reduce the indirect costs of compulsory education, with universal and incremental measures, to guarantee access to text books and learning materials.	MEFP, ACs.
31	Increase the sums allocated to study grants and review the academic and financial conditions for awarding them, giving consideration to all situations of inequality in order to eliminate socio-economic barriers preventing access to education.	MEFP.
32	Develop information and support actions to make it easier to process requests for study grants and assistance.	MEFP, ACs and LBs.
33	Promote expanding the school timetable for educational activities.	ACs, LBs.
34	Improve grants and other support measures for pupils with special educational needs.	MEFP, ACs. Children with disabilities.
35	Create secondary school extensions in youth detention centres for young people in conflict with the law.	ACs, Children in conflict with the law
36	Develop programmes and initiatives aimed at educational continuity and success for Roma children.	MEFP, ACs, MDSA2030 Roma children
37	Reform the vocational training system, increasing the number of places, increasing the flexibility of training pathways and redesigning basic grade vocational training.	MEFP, ACs.
38	Offer different vocational training arrangements for vulnerable teenagers, when the organisational and methodological alternatives and the measures to address diversity needs are insufficient.	MEFP, ACs.
39	Establish a wide-ranging educational leisure programme for digital skills training, aimed at vulnerable children (Children's Digital Skills Programme) (Programa Competencias Digitales Para la Infancia)-(CODI).	MDSA2030, ACPI, ACs, FEMP and LBs.

AREA 2: EDUCATION AND EXTRA-CURRICULAR ACTIVITIES. Objectives: reduce educational inequality, combat school segregation, establish extra-curricular and educational leisure or free-time activities for all children, and end the digital divide.

No. Measures	Bodies responsible
40 Provide portable devices and connectivity to reduce the digital access divide affecting vulnerable pupils with regard to in-person, remote and hybrid learning.	Ministry of Economic Affairs and Digital Transformation (<i>Ministerio de Asuntos Económicos y Transformación Digital-METD</i>), ACs, LBs.
41 Implement the programme to improve the digital skills of teachers, in order to develop the digital skills of pupils.	MEFP, ACs.
42 Install and update interactive digital systems in all classrooms of state schools and state-funded but privately run schools with socio-economically vulnerable pupils.	MEFP, ACs.
43 Implement the social Internet access subscription for children belonging to certain groups with special social or financial needs.	METD.
44 Produce studies and maps on school concentration and segregation to target the public measures taken to mitigate these problems.	MEFP, ACs.
45 Ensure technical cooperation between the Ministry of Education and Vocational Training and the educational authorities of the Autonomous Communities to reduce school segregation.	MEFP, ACs.
46 Ensure that the education authorities adopt school admission criteria and other measures that prevent school segregation and inequality.	MEFP, ACs.
47 Implement school funding models based on fair criteria and the needs of the schools.	ACs.
48 Carry out experimental projects and pilot measures at local and Autonomous-Community level to prevent and reduce school segregation, e.g. creating magnet schools, clustering schools to carry out joint innovative educational projects, or incentives for teachers or management teams, in order to determine which policies or programmes are the most effective in tackling school segregation.	MEFP, ACs. Migrant, Roma or disabled children.
49 Approve and implement an Inclusive Education Plan in cooperation with the education authorities of the Autonomous Communities and social organisations to implement the provisions of Organic Law 3/2020 in this area.	MEFP, ACs. Children with disabilities
50 Ensure technical cooperation between the Ministry of Education and Vocational Training, the Ministry of Health and the Autonomous Communities in order to provide adapted education for children with illnesses, especially those with chronic illnesses.	MEFP, MS and ACs.
51 Increase and improve the range of educational, cultural, leisure and recreational activities available, so that they are within reach and designed with a gender perspective, ensuring that they are inclusive and accessible.	Ministry of Culture and Sport (<i>Ministerio de Cultura y Deporte-MCyD</i>), ACs, LBs.
52 Increase and improve the range of sports available in state schools, so that they are within reach, have a gender perspective and are inclusive and accessible.	MCyD, ACs, LBs.
53 Promote free sports, leisure, educational and cultural activities for vulnerable children and teenagers through vouchers, discounts, membership fee exemptions or open activities. Such activities should be inclusive and have a gender perspective.	MCyD, ACs, LBs.

AREA 3: HEALTHCARE AND HEALTHY EATING. Increase the coverage of dental, visual and other key health services that are essential for child development, address mental health problems and guarantee a healthy diet for all children.

No.	Measures	Bodies responsible
54	Extend the list of common National Health System services with regard to the dental health of children and young people.	MS, ACs.
55	Eliminate pharmaceutical co-payments for groups of vulnerable children.	MS, ACs.
56	Take additional measures to make health services with a high impact on children's health, which are not included on the list of common National Health System services, accessible to vulnerable children and teenagers.	ACs, LBs.
57	Strengthen and expand mental health services for children and teenagers, increasing the staff of psychologists and psychiatrists working with children and young people, as part of the Mental Health Strategy Action Plan.	MS, AC.
58	Promote programmes to improve emotional well-being in schools.	MEFP, MS and ACs.
59	Increase the financing and coverage of school meal assistance, and simplify the procedures where appropriate.	ACs, LBs.
60	Extend the school meal service to pre-schools, primary and secondary schools and post-compulsory education centres, prioritising schools of particular educational complexity.	ACs, LBs.
61	Improve implementation of the school fruit, vegetable and milk scheme.	Ministry of Agriculture, Fisheries and Food (<i>Ministerio de Agricultura, Pesca y Alimentación-MAPA</i>), ACPI, ACs.
62	Set up healthy eating access programmes for vulnerable families.	ACs, LBs.
63	Run school breakfast programmes, especially in schools with a higher concentration of vulnerable pupils.	ACs, LBs.
64	Carry out awareness-raising and outreach measures on healthy lifestyles (e.g. food and nutrition, physical activity, well-being and sleep) for families with children and teenagers.	MS, Ministry of Consumer Affairs (<i>Ministerio de Consumo-MC</i>), MCyD, ACs and LBs.

AREA 4: ADEQUATE HOUSING. Objectives: improve access to housing, reduce energy poverty, eliminate substandard housing and de-institutionalise the care system

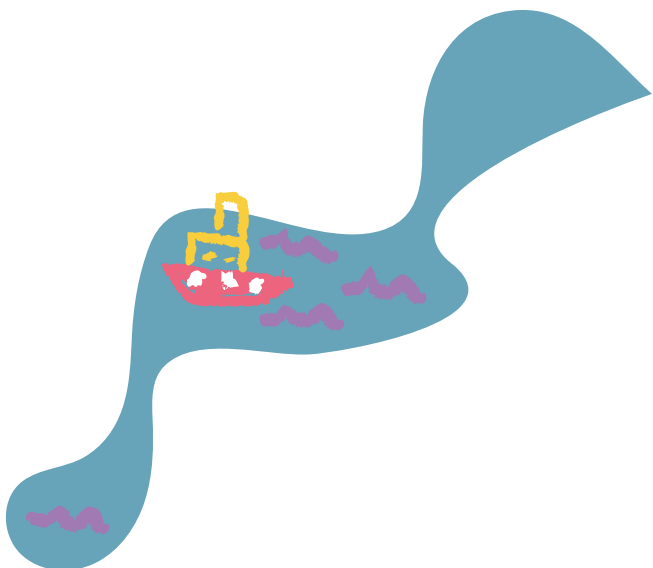
No. Measures	Bodies responsible
65 Promote fostering through advertising campaigns, support for foster families, developing the specialist, full-time role of fostering, and simplifying procedures.	MDS2030, ACs. Children in care.
66 Transform children's homes and update care system intervention models to fully repair the damage caused to children in the care system, and move towards an individual-centred care model that guarantees the rights and promotes the independence of the children and teenagers in care.	MDS2030, ACs. Children in care.
67 Improve information systems and strengthen the interoperability of primary care social services and the public bodies dealing with child protection, in order to ensure better follow-up of at-risk children, including impact and longitudinal indicators.	MDS2030, ACs. Children in care.
68 Increase the amount of public housing, with particular emphasis on increasing the public stock of rented social housing, prioritising access for vulnerable families with children and teenagers.	Ministry of Transport, Mobility and the Urban Agenda (<i>Ministerio de Transportes, Movilidad y Agenda Urbana-MITMA</i>), ACs.
69 Assistance to guarantee access to decent and adequate housing, through cash transfers to vulnerable families with children and teenagers.	MITMA, ACs.
70 Assistance to restore and equip run-down dwellings and environments in areas with a high concentration of low-income families.	MITMA, ACs.
71 Ban evictions for vulnerable families with children and teenagers if they have no alternative for finding decent housing.	MITMA, ACs.
72 Set up schemes to eradicate shanty towns and substandard housing and to move towards standardised housing, with a particular emphasis on vulnerable families with children and teenagers.	MITMA, ACs. Roma children.
73 Allocate habitability resources to shanty towns until they are eradicated, guaranteeing access to water, electricity, cleaning and sanitation, monitoring, etc.	MITMA, ACs.
74 Provide state assistance to guarantee utilities (electricity, drinking water, gas and Internet) for vulnerable households with children, reducing their risk of being cut off.	MITMA, METD, ACs, LBs.
Cross-cutting measures and particularly vulnerable children	
75 Assign an identity number to all children and teenagers regardless of the administrative situation of their parents.	MISSM and Ministry of the Interior (<i>Ministerio del Interior-MI</i>).
76 Deliver specialist services for child victims of sexual exploitation that allow them to recover fully.	Migrant children. Ministry of Equality (<i>Ministerio de Igualdad-MIg</i>), MDS2030 and ACs.
77 Train all professionals working with children (teachers, healthcare workers, social workers, childcare workers, etc.) on the specific needs and characteristics of vulnerable children.	MEFP, Ministry of Universities (<i>Ministerio de Universidades-MU</i>), MDS2030, ACs.
78 Set up a cooperation scheme for Ukrainian-speaking classroom assistants for schools in Spain.	MEFP, Ukrainian children.
79 Provide free healthcare to all children and teenagers from Ukraine requesting temporary protection, under the same conditions as the local population.	MS, ACs.

7.3 Cross-cutting axis 3. Promoting regional equity and protective, inclusive, equal and participatory environments

No.	Measures	Bodies responsible
80	Identify the urban or regional districts or environments with the highest levels of child poverty and social, economic and environmental vulnerability.	MITMA, ACPI, INE, ACs, LBs.
81	Improve urban facilities, playgrounds, parks and green spaces, especially in areas in need of urban regeneration and disadvantaged rural areas.	MITMA, ACs, LBs.
82	Draft and/or regulate standards that must be met by physical spaces where children live and adapt facilities to these standards.	General State Administration, ACs, LBs.
83	Tailor relevant information to children so that it is offered in friendly and adapted formats.	General State Administration, ACs, LBs.
84	Implement mechanisms and procedures to involve children and teenagers in the design, monitoring and assessment of public policies and services that affect them.	General State Administration, ACs, LBs.
85	Implement the Strategy to Eradicate Violence against Children and Teenagers.	General State Administration, ACs, LBs.
86	Train public administration professionals to recognise children as active and jointly responsible citizens.	General State Administration, ACs, LBs.
87	Gender mainstream all actions aimed at children.	General State Administration, ACs, LBs.
88	Develop tools and protocols promoting coordination between social, health and education services, and implement integrated actions.	General State Administration, ACs, LBs.

8 ENABLING MEASURES

The National ECG Plan is based on legislation and policies aimed at promoting the rights and well-being of children in Spain. However, **its implementation will also be carried out in parallel with a series of reforms to the Spanish welfare system**, which are intended to produce a medium- and long-term effect on fairness, the fight against poverty and the development of all children on an equal basis. Many of these reforms will help achieve fairer access to the key services set out in the ECG, as well as improve and strengthen social protection against child and family poverty.



8.1 Existing political and legal framework

The basic laws on child protection shaping the enabling framework of the National ECG Plan include the following:

- Law 26/2015 of 28 July 2015 modifying the protection system for children and teenagers, and Organic Law 1/1996 of 15 January 1996 on the Legal Protection of Minors and partially amending the Civil Code and the Code of Civil Procedure.
- Organic Law 8/2021 of 4 June 2021 on Comprehensive Protection of Children and Teenagers against Violence.

In addition, the Action Plan will be implemented in line and in coordination with existing public policies, especially those deemed to be essential for protecting and guaranteeing the rights of children and teenagers in various areas, including: the National Strategy for Preventing and Combating Poverty and Social Exclusion 2019-2023, the Spanish Sustainable Development Strategy, the Strategy for Health Promotion and Prevention in the National Health System, the Mental Health Strategy 2021-2026, the National Strategy to Combat Energy Poverty 2019-2024, the National Strategy for Roma Equality, Inclusion and Participation (2021-2030), the National Plan to Reduce Childhood Obesity (2022-2030), the National Strategy for Nutrition, Physical Activity and Preventing Obesity, and the Spanish Disability Strategy (2022-2030).

8.2 Reforms

Below is a list of reforms that should contribute to achieving the ECG objectives. They are linked to the different axes of the Plan and, if applicable,

to the reforms and investment projects provided for in the Recovery, Transformation and Resilience Plan. The investment projects in the Recovery, Transformation and Resilience Plan directly linked to the measures of the National ECG Plan are included in the chapter on budget.

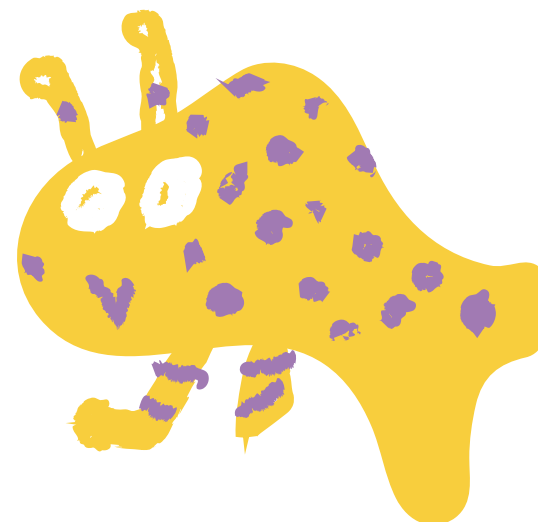
Reform	How it will achieve the objectives of this Action Plan	Status
<p>PROTECTION AGAINST POVERTY Strengthen and deliver the basic minimum income and the child support supplement (Component 22 (C22) Reform 5 (R5)).</p>	<p>AXIS (I). The basic minimum income and the child support supplement are essential parts of the minimum income guarantee system –a harmonised state salary to provide protection, which is non-contributory and targeted at low-income households–. It increases the state's capacity to reduce poverty intensity through government transfers. Future reforms of non-contributory benefits under the ECG will follow, extending the effectiveness, efficiency and coverage of protection.</p>	Approved. Law 19/2021 of 20 December 2021.
<p>NEW PROTECTION FRAMEWORK FOR ALL FAMILIES Law on Families (C22. R3)</p>	<p>AXIS I. The objective of this new law is twofold: to legally recognise different types of existing family structures and to strengthen social protection for families.</p>	2023.
<p>BETTER SOCIAL SERVICES State Framework Law on Social Services (C22. R2) and the Social Services Modernisation Plan: technological transformation, innovation, training and strengthening of childcare (C22. Investment 12 (I12)).</p>	<p>AXIS I. Responsibility for social services lies with the Autonomous Communities but there is no basic common framework at national level. As a result, funding between the regions is unequal, which causes major disparities and inequalities as regards the type, intensity and quality of the benefits. It also means that people are not dealt with very effectively or efficiently. As there are so many models, it is also difficult to obtain information for proper assessment or planning. This Law will establish a basic and common list of social services for all of Spain.</p>	2023.
<p>STRENGTHENING THE EDUCATION SYSTEM: NEW LAW, MORE FUNDING AND NEW CURRICULA Approve and implement a new Organic Education Law (C21 R1) and increase investment to 5% of GDP by 2030.</p>	<p>AXIS 2. The new Organic Education Law lays down measures to: reduce school year repetition, which affects children of low-income households in particular; and school segregation; foster personalised education, strengthen vocational training and pre-school education, promote health education across the board, including sexual and emotional education and equality education. The Law makes it compulsory to set up a ten-year plan to guarantee inclusive education for all pupils with special educational needs and a plan to increase public expenditure on education to reach 5% of GDP. A new curriculum has been designed, which must be rolled out to all stages of school education (pre-school, primary, secondary and post-16). Based on learning and the assessment of key competences, the new curriculum is flexible and open and promotes learning through active and collaborative methodologies.</p>	Approved. Organic Law 3/2020 of 29 December 2020. Curricula: Royal Decree 95/2022 of 1 February 2022 (Pre-school education). Royal Decree 157/2022 of 1 March 2022 (Primary education). Royal Decree 217/2022 of 29 March 2022 (Compulsory secondary education). Royal Decree 243/2022 of 5 April 2022 (Post-16 secondary education).

Reform	How it will achieve the objectives of this Action Plan	Status
<p>MORE AND BETTER VOCATIONAL TRAINING New Organic Law on the Arrangements for and Integration of Vocational Training (C20. R2) and the Strategic Plan for Boosting Vocational Training (Component 20).</p>	<p>AXIS 2. The new Law strengthens vocational training. It makes the system more flexible and more accessible, bringing it into line with labour market needs. It also offers quality training in different ways, as well as permanent skilling and re-skilling through diversified pathways, whereby training needs are met as and when they arise, taking account of personal, social and labour circumstances on a fair and equal basis. The weakness of vocational training in Spain is one of the factors explaining the high early school-leaving rate and the high levels of youth unemployment.</p>	2022.
<p>FIGHTING JOB INSECURITY New labour reform (C23. R4, R6 and R9) and active employment policy reforms (C23. R5).</p>	<p>AXIS 1. Successive increases to the statutory minimum wage (Salario Mínimo Interprofesional-SMI) –setting it at 60% of the average salary– and reducing underemployment are intended to directly reduce the number of children and teenagers at risk of poverty or social exclusion. The labour reform makes substantial changes to the ways in which employees are hired, with a view to reducing temporary employment contracts.</p>	Annual increases, Royal Decree-Law 32/2001 of 28 December 2001.
<p>A FAIRER HEALTH SYSTEM Strengthening the cohesion, fairness and universal nature of the health system (C28. R3).</p>	<p>AXIS 2. The reforms under component 18 of the Recovery, Transformation and Resilience Plan include the Law on measures for a more coherent, fair and universal National Health System, and the extension of the list of common National Health System services. The Law is intended, inter alia, to guarantee the right to health protection on an effective and uniform basis, to extend the rights of people currently not covered, restrict further contributions, with particular emphasis on people with fewer resources, to extend the scope of the definition of socio-health services under the list of common National Health System services, to ensure coordination between the health and social sectors, and to reform patients' contributions under the system to guarantee greater social justice. As regards extending the list of common public health services, the following aspects will be strengthened: the inclusion of dental health (with special emphasis on children and teenagers), orthoprosthetics and early intervention.</p>	2022.
<p>STRENGTHENING THE RIGHT TO HOUSING AND INCREASING SOCIAL RENTED HOUSING The Housing Law (C2. R3), actions provided for in the implementation of the Spanish Urban Agenda (C2) and the State Housing Plan 2022-2025 (Royal Decree-Law 11/2020).</p>	<p>AXIS 2. The first Housing Law in Spain will be approved with the following aims: 1) To regulate housing policies as a public service of general interest; 2) To protect the social function of housing; 3) To promote the development of stable public housing stocks; 4) To reinforce the right to decent and affordable housing; 5) To bolster inter-administrative planning and cooperation; 6) To ensure transparency, safety and information as a guarantee under the right to housing. In addition, EUR 1 billion will be allocated to the construction of social housing in energy-efficient buildings (C2.I02) and there is provision for investment (c02.I02 and C02.I03) to the tune of EUR 3.42 billion and EUR 300 million respectively for economic and social recovery in residential areas and for the energy renovation of buildings.</p>	2022.
<p>PROTECTING CHILDREN AS VULNERABLE CONSUMERS Regulations linked to the rights of consumers and the advertising of unhealthy products</p>	<p>AXIS 2. Under Law 4/2022 of 25 February 2022 on protecting consumers and users facing situations of social and economic vulnerability, minors are included as vulnerable consumers. There is also the intention to establish a regulation on the advertising of certain unhealthy foods and drinks aimed at children.</p>	2022.

Reform	How it will achieve the objectives of this Action Plan	Status
<p>CARE IN THE COMMUNITY FOR CHILDREN IN CARE National De-institutionalisation Strategy (C.22 R.1) and Long-term Support and Care Plan: de-institutionalisation, equipment and technology (C22.11).</p>	<p>AXIS 2. The aim is to change the model of long-term support and care for children, people in a situation of dependency, people with a disability or those who are homeless, and move towards a person-centred care model. To this end, not only will a National De-institutionalisation Strategy be drafted, but some investment under the Recovery, Transformation and Resilience Plan will be allocated towards ensuring that the majority of children in care live with foster families.</p>	2023.
<p>HEALTHY EATING IN SCHOOLS Royal Decree implementing Articles 40 and 41 of Law 17/2011 of 5 July 2011 on food safety and nutrition.</p>	<p>AXIS 2. The Royal Decree seeks to implement measures aimed at the school environment to foster a healthy and sustainable diet and to lay down minimum nutritional quality and sustainability criteria for the technical specifications used when tendering for, purchasing and selling food and drink in schools.</p>	2022

In addition, to ensure that the Plan is implemented successfully, cross-cutting support measures will be taken, such as:

- **Improving information systems** on vulnerable children by, among other things, carrying out surveys and longitudinal studies focusing on the problems facing children, ensuring follow-up of the Plan.
- **Undertaking pilot projects** to facilitate evidence-based decision-making.
- **Improving mechanisms for coordination, exchanging best practice and lessons learned and transferring knowledge**, in order to boost the positive impact of public policies.



9 BUDGET. EUROPEAN FINANCIAL FRAMEWORK

The Spanish Child Guarantee Plan will be financed with own resources at various administrative levels, both from the General State budget and from Autonomous-Community and municipal contributions. However, it will also receive financing from various European funds. The annual allocation of own resources will be determined each financial year when the annual budgets of the public administrations are prepared and the own resources will be included in the operational planning of the ECG³⁷. This chapter details the investment planned from European funds.

9.1 European Social Fund

Financial Framework 2021-2027 and pursuant to the aims laid down in Article 4 of the Regulation³⁸. In accordance with the rules, Spain must allocate at least 5% of ESF+ funding to policies linked to ECG objectives, ensuring that the investment from the General State Budget and the Autonomous Communities is balanced.

In turn, a new ESF+ programme, under national responsibility, specifically the 'Programme to Combat Material Deprivation' (in which all Autonomous Communities will participate) will include measures to provide support for food and basic materials to help vulnerable children. Although this Programme has yet to be defined, the plan is to consider the possibility of providing funding for school canteens, school materials or services not included in the basic list of National Health System services. Taking account

of the historical data of the operational programme to be replaced by this new Programme (Fund for European Aid to the Most Deprived-FEAD), around 30% of the amount intended to combat material deprivation will be allocated to children and teenagers.

The amounts –the contribution from the ESF+ and the contribution from the material deprivation programme expected to be allocated to children– are detailed in the following table.

Financial instrument	Amount financed by the EU	Obligatory co-financing (guideline amount)	Total
ESF+ (ECG at least 5%) (pending negotiation)	527 million	268 million ³⁹	795 million
ESF+ (programme to combat material deprivation) (estimated)	169 million	19 million	188 million
Total	696 million	287 million	983 million

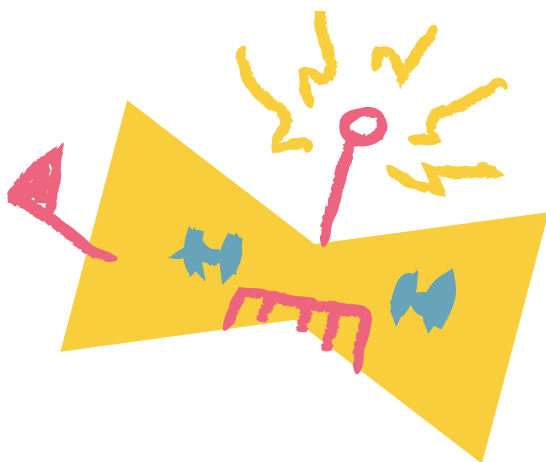
³⁷. For example, in the General State Budgets 2022, the allocation to the item 'Family protection and fight against child poverty, and the School Holidays Still Learning (Vacaciones Escolares Continuar Aprendiendo-VECA) Programme' has been increased.

³⁸. Regulation (EU) 2021/1057 of the European Parliament and of the Council of 24 June 2021 establishing the European Social Fund Plus (ESF+) <https://eur-lex.europa.eu/eli/reg/2021/1057/oj/eng?uri=CELEX:32021R1057>

³⁹. This figure comes from applying the maximum percentage of ESF+ co-financing. This percentage varies, however, according to the type of action and goes down from 32% to 5% in the case of social experimentation projects. It is impossible to know the compulsory amount to be co-financed until the ESF+ Programming Agreement is given final approval, since this amount depends on the actions ultimately included.

It should be noted that 12% of the national programme that will replace the current Operational Programme for Employment, Training and Education (*Programa Operativo de Empleo, Formación y Educación-POEFE*) will be invested in education and managed by the Ministry of Education. While these actions target children in general, many of them benefit the children covered by the Child Guarantee.

Furthermore, outside the ESF+, there are other funds under the 2021-2027 budget that will contribute towards promoting the ECG objectives: 1) European Regional Development Fund (ERDF) 2021-2027, which, in addition to other priorities, could ensure continuity of investment in children's education through Recovery, Transformation and Resilience Plan funds. 2) Asylum, Migration and Integration Fund (AMIF) 2021-2027.



9.1.1 Characteristics of the ESF+ programmes of the Autonomous Communities

What will be funded with ESF+ money will be determined during 2022, as part of the negotiation process with the European Commission on the content of the national programme and that of the regional programmes of each Autonomous Community and Autonomous City.

It is expected that all the operational programmes of the Autonomous Communities will have an objective for children. This will ensure that policies on children take a central position and that the Autonomous Communities set out clearly what specific measures they will take to tackle child poverty and which, at the Commission's request, must have the following characteristics:

- **Integrated measures:** measures should be included that form part of wider public policy actions, rather than isolated projects.
- **Focusing on vulnerable children:** it should be clear which groups of children are being targeted.
- **New measures:** financing cannot be allocated to actions that are already under way with own funds.
- **Complementing Recovery, Transformation and Resilience Plan funds:** the actions taken must find synergies with and complement the investment projects under the Recovery, Transformation and Resilience Plan.

9.1.2 Characteristics of the national programmes

In order to achieve the objectives laid down in this Action Plan, which are capable of ensuring that child poverty is reduced in the long term and that vulnerable children have access to key services on a long-term basis, the public investment required exceeds what is provided for in the ESF+.

This is why the national funding linked to this Action Plan (at least 5% of ESF+ funds allocated to achieving the ECG objectives) is considered to be lever funds: investment intended to provide strategic support for the transformations overhauling the Spanish welfare state, in order to remove barriers and to leave no vulnerable child or teenager behind, whether it is a case of economic vulnerability or any other kind of vulnerability.

Accordingly, the national ESF+ programmes that will contribute to achieving the ECG objectives will prioritise the following kinds of measures:

- **Programmes and projects to transform services** to make them fairer; to reduce bottlenecks and to increase the coverage of structural policies to make them more inclusive or more suitable for the needs of vulnerable children.
- **Focused and complementary investment projects:** given the investment already provided for under the Recovery, Transformation and Resilience Plan and the programmes of the Autonomous Communities or the current budgets of the different administrations, part of the budget will be allocated towards complementary strategic investment projects.
- **Establishing conditions that allow for successful public policy decision-making:** whether generating better information systems, more

evidence, coordination and learning spaces, or financing pilot projects for children, teenagers and their families.

- **Providing services, prioritising the release of complementary funds:** the part of the ESF+ aimed at the direct provision of services will be dependent on there being co-financing available.



9.2. Recovery, Transformation and Resilience Plan investment

Even though neither the European Child Guarantee nor this Action Plan are included as components or targets under the Recovery, Transformation and Resilience Plan, there is no doubt that a significant proportion of the NextGenerationEU funds is aimed at investment projects or reforms that will help achieve the ECG objectives. These investment projects are listed below:

Componente	Inversión	Cantidad
C2 - Implementation of the Spanish Urban Agenda: Urban restoration and regeneration plan.	C02.I01 - Restoration programme for economic and social recovery in residential areas. C02.I02 - Programme for the construction of social rented housing in energy-efficient buildings.	EUR 588.24 million and EUR 172 million ⁴⁰ .
C18 - Renewing and extending the capacities of the National Health System.	C18.I2 - Actions to boost health prevention and promotion. Creation or restoration of healthy spaces (gyms in urban parks, physical activity routes or circuits, bicycle paths and similar investment projects).	EUR 3.35 million ⁴¹ .
C19 - National Digital Skills Plan.	C19.I1 - Cross-cutting digital skills C19.I2 - Digitalisation and Digital Skills Plan for the Education System (portable devices and connectivity, interactive digital classrooms and digital skills).	EUR 220 million. EUR 1 010.91 million.
C20 - Strategic Plan to boost vocational training.	C20. R1 - Updating the catalogue of qualifications in strategic sectors. C20.I2 - Digital Transformation of Vocational Training. C20.I3 - Innovation and internationalisation of vocational training.	EUR 855.7 million.
C21 - Modernisation and digitalisation of the education system, including pre-school education (0-3 years).	C21. R2 - Design and implementation of a new curriculum model by key skills, prioritising fundamental learning and regulation of an inclusive academic approach. Programme to boost school enrolment rates in pre-school education with new state-funded places (priority to children aged 1 and 2 years): reform/renewal and equipment for new units; new construction and equipment; and operating costs. C21. I2 - Programme for Educational Guidance, Progress and Enrichment (#PROA+) in schools of particular educational complexity. C21. I3 - Creation of units to provide personal and family support and guidance to vulnerable pupils as part of educational or psycho-educational services in school areas and districts.	EUR 1.118.1 million
C22 - Emergency Plan for the Care Economy and reinforcement of equality and inclusion policies.	C22.I1 - Support Plan and long-term care: de-institutionalisation, equipment and technology. C22.I2 - Social Services Modernisation Plan: technological transformation, innovation, training and strengthening of childcare. C22.I3 - Spain Accessible Country Plan.	EUR 96.12 million ⁴²
TOTAL		EUR 3.115.51 million.

⁴⁰. In total investment projects 1 and 2 of Component 2 account for EUR 3.42 billion for the programme to restore and recover residential areas and EUR 1 billion to build social rented housing. As not all the investment is aimed at children, the contribution of this investment to implement the ECG has been estimated by applying 17.2% to the total amount (17.2% equating to the proportion of children making up the total population according to INE data of July 2021).

⁴¹. Component 18 includes EUR 19.4 billion to create or restore healthy spaces (gyms in urban parks, physical activity routes or circuits, bicycle lanes and similar investment projects). In order to calculate the amount aimed at children, 17.2% has been applied, which equates to the proportion of children making up the total population according to INE data of July 2021.

⁴². Investment 3 of Component 22 includes a total of EUR 153.4 million. In order to calculate the amount aimed at children, 17.2% has been applied, which equates to the proportion of children making up the total population according to INE data of July 2021, resulting in EUR 27.03 million.

10 IMPLEMENTATION, MONITORING AND EVALUATION

The Plan will be managed through a multi-level governance system, as mentioned in Chapter 5, involving all key stakeholders and taking account of the territorial and institutional make-up of the country. This means that the different administrative levels will form the bases for aligning the measures to be carried out to achieve the objectives laid down in the Plan, with a focus on making the policies to combat child poverty as coherent and effective as possible.

The commitments made to implement this Plan will be dependent on the budgetary provisions for the current financial year and future years. As regards the actions that come under the responsibility of the Autonomous Communities or local bodies, the Plan is optional.

The operational planning, implementation and monitoring of the Plan will be carried out within the framework set out in Chapter 5, allowing official spaces for participation and dynamism. The following tools will be used:

10.1 Indicator matrix for monitoring

The plan is to have an indicator matrix for monitoring and decision-making before the first quarter of 2023. This will improve the initial proposal included in the annex. Data from records taken from various sources will be added, with which it will be possible to determine where efforts should be concentrated to produce new evidence or to improve statistical or administrative records.

The indicator system will be aligned with the criteria laid down in the common European monitoring framework, in coordination with the Indicators' sub-group of the EU Social Protection Committee.

The data will be broken down by gender and, where appropriate, age group. As far as possible, the indicators will be broken down by region, population and vulnerability profile, so as to obtain segmented data by, among other characteristics, ethnic origin and profile.

An expert inter-ministerial group will be created to help with this work.

10.2 Biennial operational planning and monitoring report

In order to deliver the Strategy, a twofold monitoring and planning exercise will be **carried out**, led by the Child Guarantee Coordinator; and which will take the concrete form of a **biennial planning and monitoring report**, published in the first quarter of the year and including the following:

- The extent to which the measures set out in the Plan have been implemented during the corresponding biennial period.
- The measures to be implemented in the next period.
- The budget assigned and implemented to carry out the Plan in the previous year and fixed for the following year.

- A single-issue chapter on a relevant aspect of the ECG requiring in-depth examination.
- An annex with a timetable of research actions and measures to improve the statistical data and records available.

As with the design of the National ECG Plan, consultation and participation processes will be launched with the various stakeholders, in accordance with the mechanisms set out in Chapter 5, for the production of the biennial monitoring and operational planning reports. The first report will be published in 2023.

The monitoring reports will provide the basis for drafting **the biennial reports to be presented to the European Commission as from 2024**, to report on the progress and results achieved in implementing the ECG.

10.3 Biennial planning of research and improving the information system

One of the fundamental challenges of this Plan is to improve the evidence and information systems needed to better design public policies that leave no child behind. To this end, the intention is to set out every two years what research and improvements will be carried out in respect of the information systems, and the budget allocated for this purpose.

The thematic research supplying the ECG monitoring system in a complementary way will help achieve a better understanding of the issues or groups of people for which, to date, there has been very little information (e.g. Roma children, children with disabilities, children in care). As regards the

statistical improvements, more attention will be paid to those statistics concerning the regional representativeness of surveys or to access to data from records that have not been used or shared until now. compartido.

10.4. Planning at autonomous-community level

It is planned to gradually incorporate into the biennial report relevant information on the actions taken by the Autonomous Communities and their contribution to the objectives and measures. The Autonomous Communities and local bodies have been urged to design their specific ECG plans in accordance with the objectives, targets, measures and monitoring system of the National ECG Plan.

10.5. Knowledge-sharing fora

It is planned to set up fora where the various stakeholders can share knowledge and experience. These fora will be held in relation to the Plan's operational planning cycle and monitoring, so that the conclusions and discussions can be approved for implementation and execution in the biennial plans.

- **A seminar held every two years on important issues in order to make progress in combating child poverty** and reducing the barriers for the most vulnerable children, teenagers and families, in close cooperation with the Autonomous Communities, the third sector and the Council for the Participation of Children and Teenagers.

- **Technical cooperation meetings** held to support, advise and guide the various authorities with their policies and programmes to eradicate child poverty, as part of the fora set up for this purpose (see Chapter 6).
- Monitoring of the ECG in the **Council for the Participation of Children and Teenagers** and a meeting held every two years in parallel with the planning exercise.

10.6 Mid-term evaluation

A mid-term evaluation will be carried out in 2026 with the aim of:

- Reporting on the progress made in achieving the objectives and targets set, based on how the key indicators have progressed.
- Taking stock of the Plan's implementation.
- Proposing improvements as regards the definition and implementation of the measures.

This evaluation will be used as the main source for drafting the mid-term report to be sent to the European Commission in 2026. Quantitative and qualitative methodology will be used and all stakeholders will be involved.

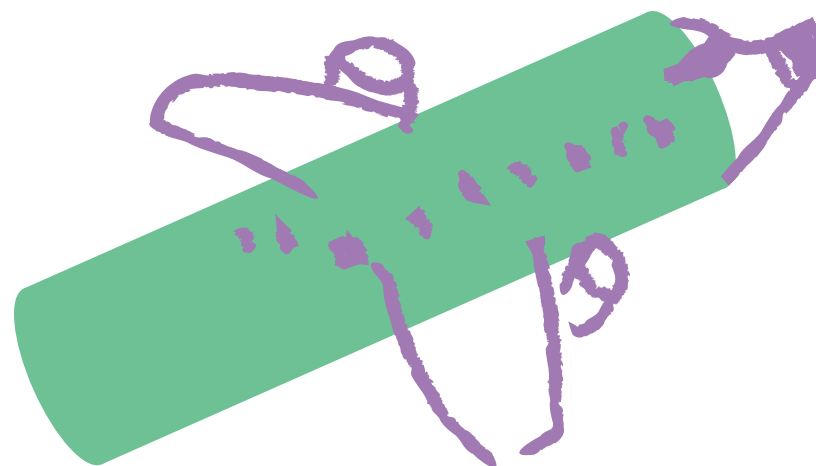
10.7 Final evaluation

The final evaluation of the Plan will be carried out when it comes to an end (2030) and all key stakeholders will take part. The initial assessment (UNICEF in-depth study), the official sources of statistical information, the evolution of

the expenditure according to official data, the biennial operational reports and the contributions of the key stakeholders will all be taken into account.

The final evaluation will report on:

- The results obtained to reduce child poverty and to reduce the barriers preventing the most vulnerable children, teenagers and families from accessing social services, on the basis of the indicators set out in Annex 1.
- The progress achieved as regards the policies and programmes to combat child poverty.
- The impact and effects of the actions and measures linked to the Plan, in order to ascertain to what extent the Plan has contributed to reducing child poverty.
- Lessons learned in terms of the Plan's governance and implementation procedures.



ANNEX I: INDICATORS

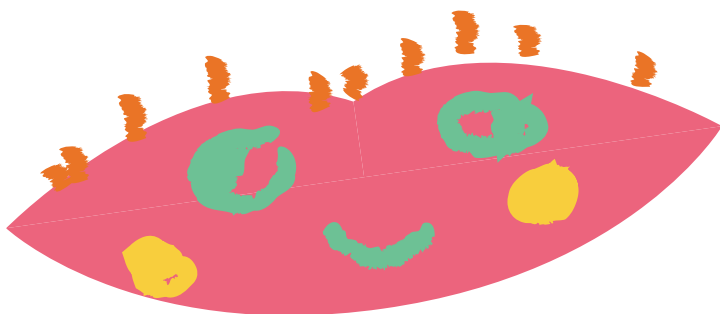
An information system will be consolidated under the Plan, which will serve the monitoring and evaluation mechanisms and help evidence-based decision making. At present, given the lack of information, or lack of up-to-date information, because there are insufficient sources of information for all the indicators in some areas, obtaining this information is one of the Plan's objectives. The Plan identifies **three types of indicators**:

- **Indicators that provide information on the targets set for the objectives:** these measure progress and the results obtained in meeting the objectives. They will be obtained in the Plan's mid-term evaluation (2026) and final evaluation (2030).
- **European Semester indicators and European Pillar of Social Rights indicators⁴³:** these indicators provide information on the progress made in meeting the social objectives set by the EU on reducing child poverty, access to

affordable and high-quality services, and child protection. These indicators will be available each year, in accordance with the European Semester monitoring exercise (some of these indicators provide information on the targets and objectives of the Spanish Plan).

- **Additional indicators:** these complement the indicators of the Plan and the European Pillar of Social Rights. Their collection will be phased in. Exactly how and when they will be collected will be determined after the Plan's first year of implementation, in cooperation with experts and the European Commission.

The Annex provides a provisional list of indicators broken down into the three above-mentioned categories.



⁴³. European Commission (2021). European Semester Documents for Spain. Available at: https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/european-semester-your-country/spain/european-semester-documents-spain_en

AXIS I: Fighting poverty and strengthening social protection for children and teenagers

Indicator	Source, regularity, breakdown	Baseline value 2021
Percentage of persons aged 0 to 17 years at risk of poverty or exclusion (AROPE).	ECV Eurostat [TESPMO40].	31.1 (2020).
Relative at-risk-of-poverty gap (60% threshold) for persons aged 0 to 17 years. [Relative at-risk-of-poverty gap by poverty threshold - EU-SILC and ECHP surveys].	ECV Eurostat [ilc_li11].	34.6 (2020).
Inter-generational transmission of poverty. Percentage of adults aged 25-59 years at risk of poverty who had a bad financial situation in their household when they were 14 years old.	ECV Eurostat [ilc_igtp04] (2019, ad hoc module).	30.0 (2019).
Inter-generational transmission of poverty. Percentage of adults at risk of poverty (25-59 years of age) according to the level of education reached by their parents.	ECV Eurostat [ilc_igtp03] (2019, ad hoc module).	22.4 (2019) with less than compulsory primary-secondary education.
Percentage of persons aged 0-17 years at risk of poverty (monetary poverty). Threshold 60% of the median.	ECV Eurostat [ilc_li02].	11.4 (2019) tertiary education.
Percentage of persons aged 0-17 years at risk of poverty (monetary poverty). High risk (50% threshold).	ECV Eurostat [ilc_li02].	27.4. (2020).
Percentage of persons aged 0-17 years at risk of poverty (monetary poverty). High risk (40% threshold).	ECV Eurostat [ilc_li02].	20.7(2020).
Persistent at-risk-of-poverty rate (0-18 years).	ECV Eurostat [ilc_li21].	14.1 (2020).
Percentage of children and teenagers in households with no income.	Labour Force Survey.	23.0 (2020).
Percentage of persons aged 0-17 years experiencing severe material deprivation.	ECV Eurostat [ilc_mddd11].	22.7 (2020).
Child-specific material deprivation.	ECV Eurostat [ilc_chmd01].	9.0 (2014).
Coverage of the income guarantee system.	Data from records.	28.3 (2014).
Cash transfers to families and children per inhabitant. (Equal to purchasing power).	Eurostat [spr_exp_ffa].	€159.77/year (2019).
Social protection assistance for families and children as a percentage of GDP.	Eurostat [spr_exp_ffa].	1.3% (2019).
Social protection cash transfers for families and children as a percentage of GDP.	Eurostat [spr_exp_ffa].	0.6% (2019).
Impact of social transfers (excluding pensions) on the reduction in poverty among children and teenagers.	ECV Eurostat. [ilc_li02] and [ilc_li10].	6.4 (2020) percentage points.

AXIS 2: Making the enjoyment of social rights universal through access to high-quality, accessible and inclusive essential services

Indicator	Source, regularity, breakdown	Baseline value 2021
2.1 Pre-school education		
Percentage of children in formal pre-school education (0-3 years), by school year).	ECV Eurostat. [ilc_caindformal].	45.5 (2020). 23.9 1-29 hours. 21.6 over 30 hours.
School enrolment rate at one year of age.	Non-university education statistics MEFP.	The school enrolment rate at one year of age is 43.9% (2022).
School enrolment rate at two years of age.	Non-university education statistics MEFP.	The school enrolment rate at two years of age is 63.1% (2022).
Percentage of the cost of pre-school education (children under 3 years of age) borne by households.	ECV Eurostat [ilc_ats02]. (2016, ad hoc module).	94 (2016).
2.2 Early intervention		
Percentage of children who, having requested access to early intervention, access the service.		
Time between requesting the service and accessing it.		
No of Autonomous Communities effectively applying national minimum reference criteria that guarantee access.		

Indicator	Source, regularity, breakdown	Baseline value 2021
2.3 Early school leaving and school attainment		
Early school leaving (percentage of persons aged 18-24 not having completed the second stage of secondary education (post-16) and not following any kind of training).	LFS Eurostat [edat_lfse_14].	16 (2020). 28.3 (2020) other European citizens (EU-27). 33.9 non-European citizens.
1) Early school leaving rate per quintile.	ECV.	
2) Attainment in reading, mathematics and science, ESCS index.	PISA.	
3) Aptitude at 15 years of age.	Non-university education statistics MEFP.	
2.4 School segregation		
Isolation index at national level and by Autonomous Community and Autonomous City (Ceuta and Melilla).	PISA. Trends in International Mathematics and Science Studies (TIMSS).	0.16 (2018).
2.5 Educational and leisure activities		
Percentage of children in poverty in urban areas deprived of educational and leisure activities.		
Percentage of children in poverty in rural areas deprived of educational and leisure activities.		

Indicator	Source, regularity, breakdown	Baseline value 2021
2.6 The digital divide		
Internet access (by income quintile).	ECV, annual.	300 000 children and teenagers from the 20% of lowest-income households do not have Internet access (2020).
Access to devices (by socio-economic level).	PISA.	1 in 5 children and teenagers from the poorest 20% of households do not have a computer to do their homework (2018).
Internet use for educational purposes (by socio-economic level).	PISA.	16% of children and teenagers from the poorest 20% of households never or hardly ever use the Internet to do their homework (PISA, 2018).
Households with children who have IT equipment and the Internet allowing for remote and hybrid learning.	Survey on ICT equipment and use in households. INE.	4.8% of pupils aged 6-15 years in the 2020-2021 school year live in households without sufficient resources to participate in online schooling.
2.7 Health needs		
Percentage of children and teenagers with unmet needs for health coverage, medical treatment or medicine.	ECV Eurostat [ilc_hch14] (2017, ad-hoc module). National Health Survey Spain (Encuesta Nacional de Salud de España-ENSE) (2017).	Eurostat 0.3% (2017). In cities: 0.2%. Rural areas: 0.9%. Population in poverty: 0.8%. Rural poverty: 2.4%. Urban poverty: 0.1%. ENSE 2.62% - Inability to access medical care in households with a monthly income below €1 050 (15-24 years). ENSE 5.94% - Inability to access medicine in households with a monthly income below €1 050 (15-24 years).
Percentage of children and teenagers with unmet dental health needs.	ECV Eurostat [ilc_hch14] (2017 ad hoc module) ENSE (2017).	Eurostat 17.2% - Children in households under the threshold of 60% of the median with unmet dental care needs. ENSE 18.37% - Inability to access dental health care in households with a monthly income below €1 050 (15-24 years).
Proportion of children and teenagers with unmet mental health needs.	ENSE (2017).	ENSE 2.77% - Inability to access mental health care in households with a monthly income below €1 050 (15-24 years).
Mental health in the child population: percentage by gender and social class based on the reference person's occupation (VI unskilled workers).	ENSE (2017) table I.045.	1.84% emotional symptoms. 1.70% behavioural problems. 4.03% hyperactivity. 1.36% problems with classmates. 9.05% pro-social behaviour:

Indicator	Source, regularity, breakdown	Baseline value 2021
2.8 Capacity of the National Health System to address children's mental health		
Number of children's mental health specialists (psychiatrists, psychologists, nurses and social workers).	Administrative data, Ministry of Health.	
Number of child psychiatry residential care homes.	Administrative data, Ministry of Health.	
2.9 Healthy diet		
Proportion of children and teenagers at risk of poverty who cannot afford to eat fresh fruit and vegetables at least once a day.	ECV Eurostat [ilc_mdcs03].	11.9% (2020).
Proportion of children and teenagers who are overweight with a body mass index above the 85th percentile.	ENSE, Health Behaviour in School-aged Children (HBSC).	
Percentage of households with children at risk of poverty that cannot afford at least one meal with meat, chicken, fish (or vegetarian equivalent) every second day.	ECV Eurostat [ilc_mdcs03].	11.9% (for households with children under the poverty threshold of 60% of the median).
Access to fresh fruit and vegetables at least once a day for children and teenagers aged 1 to 15 years (per income quintile).	ECV Eurostat, (ad hoc module 2014).	5.7% in the lowest income quintile cannot afford it.
Index of healthy eating habits of school children aged 6-9 years.	ALADINO 2019.	27.6% of children have a high score (less healthy habits) 41.7% of lower income households have a high score compared with 15.8% of higher income households (ALADINO 2019).

Indicator	Source, regularity, breakdown	Baseline value 2021
2.10 Access to housing		
Percentage of children and teenagers at risk of poverty living in an overcrowded dwelling.	ECV Eurostat [ilc_lvho05a]	25.4% (2020) children at risk of poverty. 12.8% (2020) total children. 7.6% (2020) total population.
Percentage of children and teenagers living in a dwelling with a leaking roof, damp walls, floors or foundation, or rot in window frames or floor.	ECV Eurostat [ilc_mdho01c]	32.2% (2020) children at risk of poverty. 21.3% (2020) total children.
Percentage of children and teenagers who consider their dwelling to be too dark.	ECV Eurostat [ilc_mdho04c]	17.6% (2020) children at risk of poverty. 11.2% (2020) total children.
Percentage of children and teenagers who cannot keep their homes adequately warm.	ECV Eurostat [ilc_mdso1]	8.2% (2019) for children at risk of poverty in provisional tables from the Indicators' Working Group. 10.2% (2020) for households with children. 20.5% (2020) for households with children at risk of poverty.
Percentage of households with children overburdened by their total housing cost.	ECV Eurostat [ilc_mdso4]	66.6% (2020) for households with children at risk of poverty. 38.2% (2020) for total households with children.
Severe housing deprivation rate (by poverty situation).	ECV Eurostat	6.2% of children and teenagers are facing severe housing deprivation, which increases to 14.8% for children and teenagers in poverty (2020).
2.11 Reduce energy poverty		
Inability to maintain the home at an adequate temperature.	ECV Eurostat	10.2% of households with dependent children or teenagers cannot maintain their home at an adequate temperature (2020).

Indicator	Source, regularity, breakdown	Baseline value 2021
2.12. Eliminate substandard housing		
Number of shanty towns.	Ad hoc study Roma Foundation and Daleph (2016). Study-Map of Roma Housing and Population, 2015. Available at: https://www.gitanos.org/centro_documentacion/publicaciones/fichas/117552.html	270 substandard housing sites (2015).
2.13 De-institutionalisation		
Number of children and teenagers in residential care (by age group and disability).	Protection system statistical report.	47% of children in care are in children's homes (16 991) (2020).
Children under 3 years of age in children's homes.	Protection system statistical report.	537 children (2020).
Children aged 4-6 years in children's homes.	Protection system statistical report.	640 children (2020).
Children's homes with more than 30 places.	Data from the ACs survey of protection centres, ad hoc study.	64 (2020).
Children's homes with more than 15 places.	Data from the ACs survey of protection centres, ad hoc study.	188 (2020).

ANNEX II. PARTICIPATION PROCESS FOR DRAFTING THE NATIONAL ACTION PLAN

In order to draft the National Action Plan for the Implementation of the European Child Guarantee 2022-2030, the DGDIA of the Ministry of Social Rights and the 2030 Agenda and the High Commissioner for the Fight Against Child Poverty launched a participation process bringing together the various stakeholders involved in the Plan.

Participation of key stakeholders (third sector, universities, experts).

Over 45 bodies of various types specialising in this issue took part in two days of online discussions. All participants engaged actively in conversations and virtual blackboards to provide their input. These sessions were moderated by the consultancy Fresno. The participants were divided up into working groups as follows:

Axis 1 Working Group: Fight Against Poverty:

1. National Distance Education University (*Universidad Nacional de Educación a Distancia-UNED*)
2. University of Alcalá
3. Autonomous University of Barcelona
4. Child and Teenage Sociology Group Association (*Asociación Grupo de Sociología de la Infancia y la Adolescencia*)
5. European Anti-Poverty Network (EAPN). European Network to Fight Poverty and Social Exclusion in Spain
6. Roma Foundation (*Fundación Secretariado Gitano*)
7. Tomillo Foundation (*Fundación Tomillo*)
8. Save The Children
9. La Caixa Foundation (*Fundación la Caixa*)
10. Andalusia Childhood Observatory
11. Barcelona City Council
12. CERES Foundation (*Fundación CERES*). National association of directors and managers of social services
13. Madrid City Council

Axis 2 Working Group: Access to high-quality, accessible and inclusive essential services

1. Public Network of Pre-schools of the Balearic Islands (*Red Pública Balear de Escoles*)
2. Barcelona City Council
3. Ministry of Education and Vocational Training
4. Save The Children
5. University of Valencia
6. National Federation of Associations of Early Intervention Professionals (*Federación Estatal de Asociaciones de Profesionales de Atención Temprana*)
7. Autonomous University of Madrid
8. Educo
9. Zaragoza University
10. La Rioja University
11. Platform for Early Intervention and the Rights of the Child (*Plataforma por la atención temprana y los Derechos de la Infancia-PATDI*)
12. Gasol Foundation (*Fundación Gasol*)
13. Bofill Foundation (*Fundación Bofill*)
14. Pere Tarrés Foundation (*Fundación Pere Tarrés*)
15. Spanish Education League (*Liga Española de la Educación*)

16. Autonomous University of Barcelona
17. Spanish Confederation of Parents' Associations (*Confederación Española de Asociaciones de Padres y Madres de Alumnado-CEAPA*)
18. Balia Foundation (*Fundación Balia*)
19. National Confederation of Student Associations (*Confederación Estatal de Asociaciones de Estudiantes-CANAE*)
20. University of Valencia
21. Spanish Society of Social Paediatrics (*Sociedad Española de Pediatría Social-SEPS*)
22. Action Against Hunger (*Acción contra el Hambre*)
23. Nereu Association (*Asociación Nereu*)
24. Educo
25. Probitas Foundation (*Fundación Probitas*)
26. Vision and Life (*Visión y vida*)
27. Spanish Federation of Foodbanks (*Federación Española de Bancos de Alimentos-FESBAL*)
28. Federation of Entities with Assisted Projects and Apartments (*Federación de Entidades con Proyectos y Pisos Asistidos-FEPA*)
29. National Fostering Association (*Asociación Estatal de Acogimiento Familiar*)
30. Provivienda
31. Roma Union (*Unión Romaní*)
32. Roma Foundation
33. Plena Inclusión
34. Spanish Confederation of Persons with Physical or Organic Disabilities (*Confederación Española de Personas con Discapacidad Física y Orgánica-COCEMFE*)

35. Federation of Associations for the Prevention of Child Abuse (*Federación de Asociaciones para la Prevención del Maltrato Infantil-FAPMI*)
36. Diagram Foundation (*Fundación diagrama*)
37. Spanish Catholic Commission on Migration (*Asociación Comisión Católica Española de Migración-ACCEM*)
38. Spanish Committee of Representatives of Persons with Disabilities (*Comité Español de Representantes de Personas con Discapacidad-CERMI*)
39. The Red Cross
40. National Union of Family Associations (*Unión Nacional de Asociaciones Familiares-UNAF*)
41. Federation of Single-Mother Associations (*Federación de Asociaciones de Madres Solteras-FAMI*)
42. Vision and Life (*Visión y vida*)
43. National Fostering Association (*Asociación Estatal de Acogimiento Familiar-ASEAF*)

Axis 3 Working Group: Protective environments

1. Federation of Rural Women and Families (*Federación de Mujeres y Familias del Ámbito Rural-AMFAR*)
2. Cycling Promotion Coordinator (*ConBici*)
3. Scouts Spain
4. Athletic Club Bilbao
5. UNICEF
6. University of Barcelona
7. Basurama
8. Comillas Pontifical University
9. Children's Solidarity Project (*Proyecto Solidario*

por la Infancia)

10. Knowledge Sharing Network KSNET
11. Plan International Spain
12. Network of walking cities (*Red de ciudades que caminan*)
13. VÍcar-Town Council (Andalusia)
14. Castrillón Town Council (Asturias)
15. Save the Children

In addition, the following bodies took part by sending in proposals on answer sheets drawn up for this purpose:

- Children's Platform (*Plataforma de la Infancia*)
- Caritas
- CERMI
- Red Cross
- EAPN Spain
- Roma Foundation
- Children's Villages (*Aldeas infantiles*)
- ASEAF
- Save The Children
- FAPMI
- Platform for Social Action NGOs (*Plataforma de ONGs de acción social*)
- Educo
- National Representative Platform for Persons with a Physical Disability (*Plataforma Representativa Estatal de Personas con Discapacidad Física-PREDIF*)
- CANAE
- UNICEF
- Salesian Platforms (*Plataformas salesianas*)
- Margins and Links Foundation (*Fundación Márgenes y Vínculos*)

General State Administration participation

To collect input from ministries, an inter-ministerial meeting was held during which the draft Action Plan was presented and contributions were requested via an answer sheet seeking the ministries' views, proposed changes and comments on the strategic objectives, the measures put forward and the planned governance system.

Bilateral meetings were also held with the ministries that were most relevant for the Plan.

Contributions were received from the following ministries:

1. Ministry of Agriculture, Fisheries and Food
2. Ministry of Finance and the Civil Service
3. Ministry of Health
4. Ministry of Industry, Trade and Tourism
5. Ministry for the Ecological Transition and the Demographic Challenge
6. Ministry of Economic Affairs and Digital Transformation
8. Ministry of the Prime Minister's Office
9. Ministry of Justice
10. Ministry of Inclusion, Social Security and Migration
11. Ministry of Education and Vocational Training

Participation of the Autonomous Communities and local government

The Autonomous Communities provided input for the Action Plan at a meeting of the Sectoral Conference on Children and Teenagers, where they submitted their work on the Plan. After this meeting, the necessary documents and evaluation sheets were submitted containing input from:

1. Murcia
2. Castile and Leon
3. Castile-La Mancha
4. Madrid
5. Canary Islands
6. Navarre
7. Vizcaya
8. Cantabria
9. Extremadura
10. Galicia
11. La Rioja
12. Andalusia
13. Formentera
14. The Regional Ministry of Equality of Cantabria
15. The Regional Ministry of Industry of Cantabria
16. Asturias
17. Melilla

Participation of children and teenagers

Children and teenagers participated through a meeting of the State Council for the Participation of Children and Teenagers, made up of 34 members, where they presented their work on the Plan.

Twelve Council members of various ages who had completed an evaluation sheet on the Plan in advance took part in the meeting, where they reached an agreement on their input to be taken into account in the Plan, thanks to the working methods led by the consultancy La Maraña.

ANNEX III ACRONYMS

Acronym	English	Spanish
ACPI	High Commissioner for the Fight Against Child Poverty	<i>Alto Comisionado contra la Pobreza Infantil</i>
ACs	Autonomous Communities	
ADHR	Atlas of Household Income Distribution	<i>Atlas de Distribución de Renta de los Hogares</i>
AEAT	Spanish Tax Agency	<i>Agencia Estatal de la Administración Tributaria</i>
AROPE	At risk of poverty and social exclusion	
CAPI	Child support supplement	<i>Complemento de Ayuda a la Infancia</i>
CSIA	Sectoral Conference on Children and Teenagers	<i>Conferencia Sectorial de Infancia y Adolescencia</i>
DGDIA	Directorate-General for the Rights of Children and Adolescents	<i>Dirección General de Derechos de la Infancia y la Adolescencia</i>
ECG	European Child Guarantee	
ECV	Living Conditions Survey	<i>Encuesta condiciones de vida</i>
EPSR	European Pillar of Social Rights	
ESF+	European Social Fund Plus	
ESL	Early School Leaving	
FEMP	Federation of Municipalities and Provinces	<i>Federación Española de Municipios y Provincias</i>
IMV	Basic Minimum Income	<i>Ingreso Mínimo Vital</i>
INE	National Statistics Institute	<i>Instituto Nacional de Estadística</i>
LBs	Local Bodies	
LFS	Labour Force Survey	
MAPA	Ministry of Agriculture, Fisheries and Food	<i>Ministerio de Agricultura, Pesca y Alimentación</i>
MC	Ministry of Consumer Affairs	<i>Ministerio de Consumo</i>
MCyD	Ministry of Culture and Sport	<i>Ministerio de Cultura y Deporte</i>
MDSA2030	Ministry of Social Rights and the 2030 Agenda	<i>Ministerio de Derechos Sociales y Agenda 2030</i>
MEFP	Ministry of Education and Vocational Training	<i>Ministerio de Educación y Formación Profesional</i>

ANNEX III ACRONYMS

Acronym	English	Spanish
METD	Ministry of Economic Affairs and Digital Transformation	<i>Ministerio de Asuntos Económicos y Transformación Digital</i>
MHFP	Ministry of Finance and the Civil Service	<i>Ministerio de Hacienda y Función Pública</i>
MI	Ministry of the Interior	<i>Ministerio de Interior</i>
MIg	Ministry of Equality	<i>Ministerio de Igualdad</i>
MISSM	Ministry of Inclusion, Social Security and Migration	<i>Ministerio de Inclusión, Seguridad Social y Migraciones</i>
MITMA	Ministry of Transport, Mobility and the Urban Agenda	<i>Ministerio de Transportes, Movilidad y Agenda Urbana</i>
MS	Ministry of Health	<i>Ministerio de Sanidad</i>
MTES	Ministry of Work and the Social Economy	<i>Ministerio de Trabajo y Economía Social</i>
MU	Ministry of Universities	<i>Ministerio de Universidades</i>
OECD	Organisation for Economic Cooperation and Development	
PISA	Programme for International Student Assessment	
PROA+	Regional Cooperation Programme for Educational Guidance, Progress and Enrichment 2020-2021	<i>Programa para la orientación, avance y enriquecimiento educativo PROA+ 2020-2021</i>
SDGs	Sustainable Development Goals	
SMI	Statutory minimum wage	<i>Salario Mínimo Interprofesional</i>
SNS	National Health System	<i>Sistema Nacional de Salud</i>

ANNEX IV GLOSSARY

AROPE rate

At risk of poverty or social exclusion. According to this indicator proposed by the European Union, a person is considered to be at risk of poverty or social exclusion if they meet one of the following three conditions:

- a) they are at risk of poverty (they live in a household with an income below the at-risk-of-poverty threshold);
- b) they are severely materially deprived (they live in a household whose members cannot afford at least four of nine basic consumer items defined at European level, which include concepts such as payment arrears for the main dwelling or not being able to deal with unexpected expenses;
- c) they live in a household with a low work intensity (the relationship between the number of months actually worked by all members of the household and the total number of months that, in theory, all the persons of working age in the household could have worked during that period).

Child poverty

A person is considered to be poor when they find themselves at a clear economic and social disadvantage in relation to other people around them. The indicator most used to measure this phenomenon is the at-risk-of-poverty rate. The at-risk-of-poverty rate for children expresses the percentage of minors under the age of 18 who live in households with an income below the at-risk-of-poverty threshold, the value of which depends on how income is distributed among the population in the reference year; the size of the household and the ages of the members of the household. This threshold is set at 60% of the median income per consumer unit of households at national level.

Severe material deprivation

This refers to the enforced inability to afford certain things deemed desirable or even necessary to live an adequate life. The severe material deprivation indicator reflects the proportion of the population living in households that cannot afford at least four of the following nine concepts:

- 1) They cannot afford to go on holiday for at least one week each year.
- 2) They cannot afford to eat meat, fish or chicken at least every second day.
- 3) They cannot afford to maintain their house at an adequate temperature.
- 4) They are unable to face unexpected costs (EUR 650).
- 5) They have payment arrears for the costs of their main dwelling (mortgage or rent, gas bills, communal charges, etc.) or for payments made in instalments over the last 12 months.
- 6) They cannot afford a car.
- 7) They cannot afford a telephone.
- 8) They cannot afford a television.
- 9) They cannot afford a washing machine.

CHILDREN WITH RIGHTS

National Action Plan to
Implement the European
Child Guarantee (2022-2030)



GOBIERNO
DE ESPAÑA

MINISTERIO
DE DERECHOS SOCIALES
Y AGENDA 2030



ALTO
COMISIONADO
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